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Title of Document: Central Hampton Boulevard Area Plan

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Park Place, Larchmont/Edgewater, Old Dominion University

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Central Hampton Boulevard AREA PLAN



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PARTICIPANTS AT A DESIGN WORKSHOP COLLABORATED WITH THE CONSULTING TEAM TO MARK THEIR RECOMMENDATIONS ON SPECIALLY-PRODUCED AREA MAPS.





PUBLIC MEETING



Executive Summary

THE PURPOSE OF THE CENTRAL HAMPTON Boulevard

Area Plan is to provide a long-range, phased implementation framework to conserve the existing neighborhoods and to optimize development opportunities in ways that enhance them. The study area is located south of Colley Bay, north of the Norfolk and Southern Railroad underpass, west of Colley Avenue and east of Bowdens Ferry Road. It comprises a series of neighborhoods, including Highland Park, Kensington, and a portion of Lamberts Point, as well the mixed-use University Village and the Hampton Boulevard and Colley Avenue commercial corridors, and the 26th Street industrial area. The land use patterns in many of these areas place uses adjacent to one another that are typically considered incompatible, such as single-family residential next to industrial uses. In addition, infrastructure is not always adequate to meet the demands of these existing uses.

Several factors led to this varied development pattern. Residential neighborhoods arose in the twentieth century, housing people working in the numerous industries within and near the study area. Industrial sites in the study area clustered around railroad access, including not only the active railroad corridor that forms the study area's southern boundary, but also a rail spur that extended into the neighborhoods of Kensington and Highland Park. The industrial sites now located within Highland Park are the legacy of this spur, which has been removed and, in places, redeveloped.

Old Dominion University (ODU) has had a long and growing presence in the study area since its founding in 1930. As the largest institutional use in the area, ODU affects all land uses in the study area. The University has grown over time, most recently expanding east across Hampton Boulevard with the addition of the mixed-use

University Village. The University has historically coordinated its master planning effort with the City and must continue to do so in the future.

Given the need to address these existing development patterns and recognizing the opportunity for change, the City of Norfolk embarked on a planning process for the Central Hampton Boulevard area. This effort, led by a consultant team, involved numerous stakeholders residents, businesses, property owners, Old Dominion University representatives, Norfolk Redevelopment and Housing Authority staff, and City officials and staff. Public input was a key element in this planning process. In three wide-ranging public meetings, including a major design charrette, participants—including residents, businesses, property owners, and ODU representatives provided the consultant team with insights into the area's assets and challenges as well as a collective vision of Central Hampton Boulevard's desired future. In turn, these public events were interspersed with a variety of oneon-one interviews with representatives from area civic leagues, businesses, and the development community.

The process also included a series of meetings with members of Norfolk City Council and representatives of various City agencies and the Norfolk Redevelopment and Housing Authority. As the plan evolved, the stakeholders continued to provide feedback about the plan's key components, including transportation, infrastructure, economic development, and housing. Ultimately, the plan—as detailed in the following pages—was a compilation of technical analysis and financial feasibility providing the foundation for the vision and a phasedimplementation framework. All elements were developed with input from the community, its leaders, and its institutions.



Vision

The planning process gave rise to a vision with five principles for managing future growth and change in the study area. Key opportunities that address these principles are illustrated on pages iv–v.

PRINCIPLE ONE

Improve TRAFFIC Flow, Safety and Livability

New measures to expedite and control traffic flow along the major north-south and east-west roadways will serve a number of community goals: reducing congestion and cut-through traffic on local streets and improving access to commercial areas. A series of further measures fostering walking, biking and transit usage—improving the signalization, physical protection and prominence of sidewalks, crosswalks and bike routes—will promote safety of pedestrians, transit riders, bicyclists and drivers alike. Mitigating traffic impacts on residential streets



and the pedestrian network will enhance the appeal and value of the study area as a place to live. Buffering pedestrian-oriented business sites from traffic and improving access to commercial parcels by all transportation modes will enhance business opportunities.

PRINCIPLE TWO

Create a safe, walkable and distinctive PUBLIC REALM

Public realm improvements will enhance the area's identity while offering a variety of experiences and opportunities for activities—both passive and active—and enjoyment at a variety of scales. These in turn will stabilize existing property values and promote investment in new residential, retail and commercial development as well as provide opportunities for environmental enhancement.



PRINCIPLE THREE

Resolve LAND USE conflicts

Correcting problematic land-use conflicts will enhance quality of life, support existing property values, and help induce new investment in housing, neighborhood retail, research and other uses. This will improve the local economy, public realm and sense of community.



PRINCIPLE FOUR

Expand RETAIL AND COMMERCIAL options for residents, students, workers and business owners



Encouraging neighborhood-oriented retail businesses in selected areas will help fill unmet demand for neighborhood retail while also enhancing street character. It can also help bring the neighborhood and university communities together around retail and services appealing to both. Growth of local businesses, institution-driven research and other enterprises will be stimulated by improvements to access and reconfiguration of parcels in the 26th Street industrial area. Resulting benefits will include an expansion of local job opportunities and an increase in the local tax base. Some of this increase can be tapped to help support investments in street and park infrastructure and other public priorities.

PRINCIPLE FIVE

Foster a vibrant mixed-income COMMUNITY

While the celebrated single-family character of traditional neighborhood streets should be preserved and enhanced as neighborhood conservation areas, a number of redevelopment and infill sites offer an important opportunity to expand the range of housing options available to today's diversifying range of residents. These options should include ownership (across a spectrum of household income levels) and rental housing, and a variety of unit types including apartments, lofts, townhouses and detached houses. Renewed attention to cultivating neighborhood-oriented public parks, streets and community facilities, and retail and other services, will help bring together the full community—bridging the university and neighborhood, and local residents of all races, ages, tenures and income levels.





A walkable university district that brings the ODU community and the larger community together around expanded retail, housing, entertainment, and recreation options





New housing that offers more lifestyle choices, frames improved walking streets connecting existing neighborhoods, and respects traditional neighborhood scale

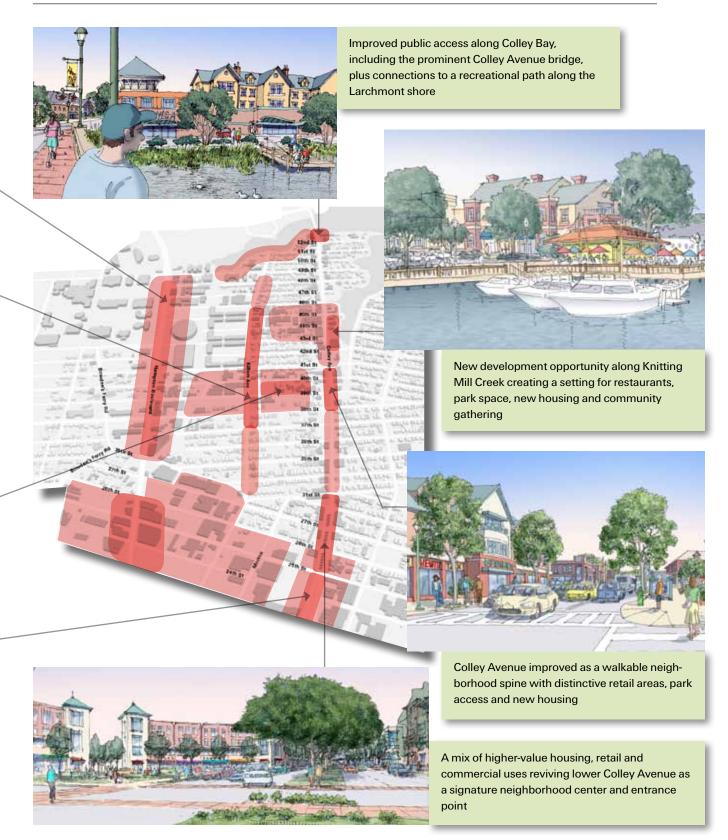
A new park drawing neighborhoods together and creating a setting for new housing—in place of incompatible existing industrial uses





Inviting destinations and pedestrian environment linking the study area to Ghent and other adjacent neighborhoods

CENTRAL HAMPTON BOULEVARD AREA PLAN





Context: Where are we now?

STUDY AREA EXTENTS AND CHARACTERISTICS

The Central Hampton Boulevard study area addresses a series of adjacent neighborhoods and districts that vary significantly in land use and character but face some common challenges and could potentially share common solutions to those challenges. The study area and its component areas, which total approximately 425 acres, are identified in the map at right.





Neighborhoods and Districts: Overview

- *Kensington* is defined primarily by quiet, tree-lined streets of detached homes and some small multi-unit buildings running in the east-west direction between 26th and 38th Streets. It has a relatively high rate of rental occupancy. While many properties are in good, stable condition and benefit from long-term ownership, others would benefit from physical upgrades ranging from modest improvements to complete redevelopment. Residential streets of Kensington make an abrupt and awkward transition to the industrial area to the south and west of the neighborhood. The portion of Colley Avenue in the district contains a mix of retail and light industrial uses and churches, and some vacant properties. Kensington is located in the Park Place Conservation Area, making it eligible for various programs administered by the Norfolk Redevelopment and Housing Authority (NRHA).
- Highland Park is another primarily residential neighborhood, characterized mainly by detached houses at a variety of scales on east-west streets between 38th Street and Colley Bay. Multi-unit residential buildings, many catering to Old Dominion University students, also have a presence, primarily to the northwest and along Colley Avenue. The neighborhood has a mix of owner- and renter-occupied units; many of the latter house students. Areas of residential use are interrupted by a variety of light industrial and institutional uses along 44th, 45th and 46th Streets, and again by heavier industrial uses along 39th and 40th Streets. Colley Avenue is lined by a diverse mix of small retail and office enterprises and restaurants, industrial uses, churches, multi-unit residential and water-oriented uses, including some vacant or underutilized properties. To the west across Killam Avenue, the neighborhood makes an abrupt scale transition to the emerging University Village area.
- A small portion of *Lamberts Point* occupies the western portion of the study area. Blocks south of 35th Street generally continue the pattern of residential character typical of portions of the neighborhood to the west. Blocks north of 35th Street are characterized by a variety of uses amidst numerous vacant properties. These include scattered single-family houses, new senior-oriented housing, and commercial buildings along Hampton Boulevard. They also include public uses: the Norfolk Public Schools' Madison Career Center, a fire house, and the Lamberts Point Community Center, currently under construction. Also in Lamberts Point but adjacent to the study area is the main campus of Old Dominion University, north of 43rd Street. Lamberts Point is located in a Conservation Area, making it eligible for various programs administered by NRHA.
- *University Village* is a 75-acre, 13-block area between Hampton Boulevard and Killam Avenue that includes completed and planned mixed-use redevelopment spearheaded by Old Dominion University. Three blocks of student housing, including more than 275 apartments and 960 bedrooms, are part of ODU's continuing efforts to establish a larger student population living on or near campus. There are 50,000 square feet of retail and restaurant space oriented to students and the larger neighborhood located along Monarch Way. Other completed components of the area include the 8,600-seat Ted Constant Convocation Center (the "Ted") and Innovation Research Park, a research center intended to increase sponsored research at ODU and attract private-sector research partnerships with the university. Additional facilities include a hotel and university bookstore. Future development includes neighborhood-oriented retail and additional student housing. Several parking structures support the "Ted," research and hotel facilities.

- The following *adjoining neighborhoods* occupy little or no portion of the study area, but provide context for it.
 - > **Park Place**, a National Register historic district east of Kensington, continues Kensington's pattern of residential development. 35th Street forms a neighborhood corridor with an historic retail area that has been the target of revitalization efforts. Park Place also contains industrial uses at its south edge along the railroad. Park Place is located in a Conservation Area, making it eligible for various programs administered by NRHA.
 - > Colonial Place, a National Register historic district east of Highland Park and Knitting Mill Creek, is characterized by waterfront areas with public access and a series of small park squares amidst a single-family-detached residential pattern.
 - > **Larchmont**, north of the study area across Colley Bay, is a relatively higher-income residential neighborhood. New housing development along Colley Bay has created new waterfront public access that could help sustain businesses in the study area along Colley Avenue and suggests the potential residential development value of waterfront sites in the study area.

Corridors

• The *Hampton Boulevard corridor* contains the study area's most significant traffic artery, as evidenced by City Council's designation of a Hampton Boulevard Congestion Panel to explore ways to maintain traffic flow. It is characterized by a wide variety of edge conditions and uses. Reconstruction of the roadway in boulevard form, with planted medians and streetscape improvements, has improved its appearance, traffic capacity and pedestrian accommodations north of 38th Street. University Village redevelopment and the existing main ODU campus contribute to the improved appearance of this area and help create a reasonable, though imperfect, bal-

- ance of pedestrian and vehicular access. A number of corridor edge parcels remain underdeveloped and fail to complement the character of the university district and surrounding residential neighborhoods. Similar conditions continue to the south as far as the railroad. The roadway south of 38th Street lacks the traffic, pedestrian, and streetscape improvements found to the north. The Hampton Boulevard Improvement Project (HBIP), already planned and partially funded, promises to improve this condition.
- The **Colley Avenue corridor** best fits the role of study area's neighborhood "main street," having more neighborhood-oriented scale and uses than Hampton Boulevard. A variety of retail stores, restaurants, churches and a post office cater to the local community. At the same time, the corridor could fill this role much more effectively with better pedestrian conditions, organization and design of retail uses, and redevelopment of vacant and industrial sites that currently interrupt neighborhood-oriented uses and character. The successful neighborhood commercial district along Colley in Ghent, just south of the study area, offers an appealing model for improvement and could potentially have improved connections along Colley to the study area.
- The **26th Street Industrial corridor** runs along the rail corridor at the south edge of the study area, extending as far north as 26th and 27th streets, a one-way couplet providing important east-west access. While much of this land is currently utilized, its value is undermined by a pattern of small parcels, fragmented ownership, and poor infrastructure.



DFORD

Transportation and Access

Principal Travel Routes

· Hampton Boulevard

Hampton Boulevard (State Route 337) serves as one of Norfolk's most important north-south arteries. It is also the primary through route in the study area. Traffic volumes exceed 40,000 vehicles per day in the study area-accommodated on four to six through lanes, plus turn lanes in selected locations, and including HRT bus service. Hampton Boulevard connects to principal regional destinations including Downtown,

Approximately
15,000 average daily trips

Approximately
11,000 average daily trips

Principal travel routes in study area indicated with heavy blue lines

the Eastern Virginia Medical Center and Midtown Tunnel to the south, and the Norfolk International Terminals and Norfolk Navy Base to the north. The International Terminals in particular generate significant container truck traffic to and from the Midtown Tunnel. The hours of permitted truck traffic have been limited to reduce impacts on residential areas along Hampton Boulevard. Streetscape improvements, including a planted median, street trees and pedestrian crossing improvements, have been made in the study area between 38th and 49th streets. This area includes the main public face of the Old Dominion University campus, and its sidewalks and crosswalks provide a vital link for students, faculty, staff and visitors moving between the main campus west of Hampton Boulevard and University Village to the east. An extension of the Hampton Boulevard streetscape improvements south to the railroad

right-of-way has been planned and partially funded; it awaits implementation.

Colley Avenue

Colley Avenue is the study area's other north-south street providing access to the adjacent neighborhoods of Larchmont to the north and Ghent to the south. The street's traffic volume of 15,000 vehicles per day is significant but does not preclude Colley from being an inviting neighborhood-scale walking street. Colley accommodates an HRT bus route. Traffic moves in two lanes though most of the study area, but the street section widens south of 28th Street to include a broad median planted with mature oaks and turn lanes for interchanges with 25th, 26th and 27th streets. On-street parking is accommodated along most of the street.

38th and 35th streets, with connectivity to Hampton **Boulevard**

38th and 35th streets are east-west collector streets connecting east to Park Place and Monticello, Granby and Church streets, and west (primarily via 38th Street) to Lamberts Point. 38th carries higher traffic volumes, despite its relatively constrained width, which allows for on-street parking on only one side in some areas. It extends west through Lamberts Point, where broader width accommodates a fourlane section with treed median. 35th Street's broader width in the study area results from its one-time inclusion of streetcar tracks. 35th Street terminates at Hampton Boulevard with an abrupt and unsignaled intersection. To the east, it becomes a neighborhood commercial corridor in Park Place.

26th and 27th streets, with connectivity to Hampton **Boulevard**

26th and 27th streets, a one-way pair, carry the most traffic among east-west streets at approximately 11,000 vehicles per day. Each street is three lanes in width, with one lane accommodating on-street parking at non-peak travel times. The streets' intersections with Hampton Boulevard have insufficient signal and turn lane facilities for their traffic volume, as addressed in the HBIP. Intersections with Colley have more appropriate signaling and turn lanes. Both streets provide important access to the industrial and commercial uses along the southern portion of the study area. Both streets also serve residential driveways east of Killam Avenue.

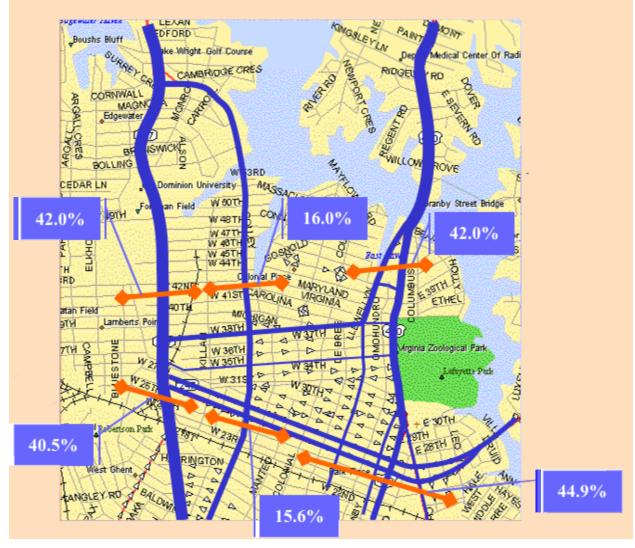
Cordon Analysis

The two diagrams on the following pages indicate the relative shares of traffic handled by different streets in the study area and in the neighborhoods of Colonial Place and Park Place, which function together with the study area as part of larger traffic corridors. The first diagram indicates the relative proportions of traffic handled by the principal North-South streets (including Granby, Llewellyn, Monticello and Church in aggregate). The second diagram indicates the relative proportions of traffic handled by the principal East-West streets.



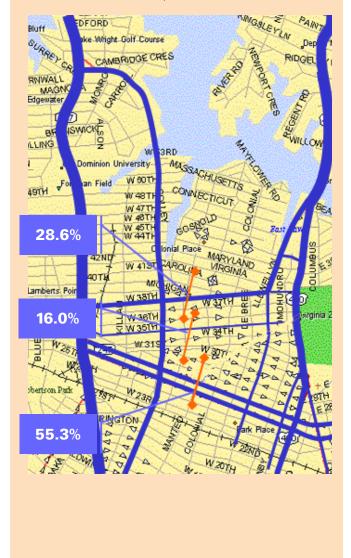
North-South Shares

- Hampton Boulevard serves the highest volumes of traffic on a single facility, ranging from 42% to 46.5% of the north-south traffic.
- The easternmost corridor, with multiple facilities (Granby Street and Llewellyn Avenue), matches Hampton Boulevard traffic volumes with 42% to 44.9% of the north-south traffic.
- The proportion of north-south traffic shifts to the easternmost corridor as volumes approach the rail line to the south, increasing from 42% in the north to 44.9% in the south along the Granby-Llewellyn corridors.



East-West Shares

Half of the east-west traffic is served by the 26th/27th Street one-way pair, 55.3% of the total, compared to 38th Street, with 28.6% and 35th Street, with 16.0%.

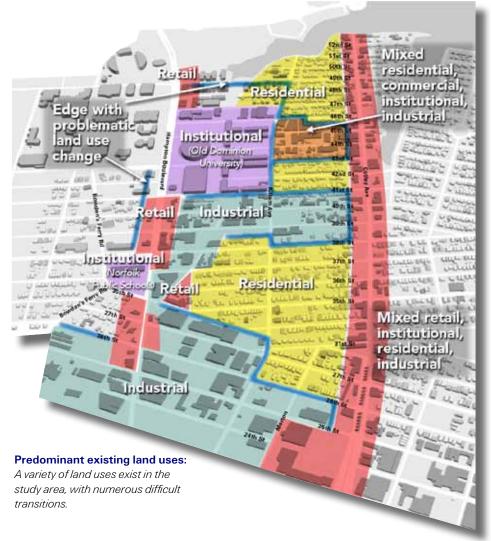


Transit Network

The Central Hampton Boulevard area is currently served by two bus routes as part of the larger Hampton Roads Transit system. Route 2 travels along Hampton Boulevard, linking Downtown with Naval Station Norfolk. Route 4 links the study area to Sentara Norfolk General Hospital and the Cedar Grove lot, Norfolk's main transfer point. This larger, regional system is supplemented by an ODU shuttle linking University Village to the main campus, in addition to other locations.







the limited capacity of the existing sanitary sewer infrastructure.

The accompanying diagram outlines the placement of existing land uses. Key aspects of each use type are as follows.

Residential

The single-family detached dwelling is the predominant residential building type in most portions of the study area. Multifamily buildings also occur and include the recently-built University Village student housing, older privately-managed student housing, ownership apartments in the rehabilitated Knitting Mill building, and smaller walk-up structures, including ones accessed by open galleries.

Land Use

The study area contains a broad range of land uses. This range is at once a tremendous asset—offering the opportunities to live, work, study, shop, dine, and engage in recreation and other activities in a compact area—and a source of some of the area's most significant problems. Industrial and retail businesses in certain locations, and heavy traffic on certain streets, reduce the appeal of adjacent residential areas. Residential-scale streets and parcels, on the other hand, restrict industrial and commercial investment consolidation opportunities in other areas. Further complicating any changes in land use is

Retail

Retail is concentrated along the Hampton and Colley corridors. Most of the retail is oriented to automobile access, although there are examples of traditional and recent retail buildings oriented more to pedestrian access.

Commercial Office

The study area currently has relatively few examples of office buildings, confined mainly to a handful of small professional buildings along Colley Avenue and a cluster of professional offices in the industrial corridor. The Innovation Research Park buildings in University Village offer a precedent for new office and research buildings.

Industrial

Industrial uses encompass a variety of enterprises, some in buildings and others using open yards for activities related to trucking, container shipping, and materials handling.

Institutional

A variety of institutional uses have an important presence in the study area.

- · Old Dominion University has had an increasing presence in the study area. As its student body and programs have grown, more students have come to live on or near campus, and it has undertaken a larger role in off-campus development. At the time of this writing, ODU enrolls approximately 24,000 students, and enrollment has been increasing at an average rate of about 1,000 students per year. As described above, ODU's initiatives in University Village are having a significant impact on the study area in terms of physical urban design and introduction of new or expanded uses, including student housing, student-oriented retail, research and hospitality, as well as public events and conferences at the "Ted." ODU owns and occupies several other properties scattered in the study area. These include buildings in the area of 45th Street and Colley contain
 - ing academic programs, and buildings in the 26th Street Industrial corridor containing campus facilities and other uses.
- A number of churches are concentrated along the Colley Avenue corridor. Some occupy traditional church buildings while others operate in converted retail storefronts. One church includes a school facility.
- The Madison Career Center occupies a large site at Hampton Boule-







Churches on Colley Avenue

vard and 35th Street. This facility of the Norfolk Public Schools serves students from across



The main ODU campus faces the study area across Hampton Boulevard.

the city, not a local student base. The long-term status of the Center is unclear. If the site becomes available for another use, a community-based process should be undertaken to set goals for its future.

The Post Office at Colley and 38th Street provides a civic anchor at this important neighborhood corner.

The following pages illustrate the challenges in the Central Hampton Boulevard study area. These challenges fall into five sections—traffic flow and access, walkability, land use conflicts, retail and commercial options, and housing choice. Examples of existing concerns and assets are explored for each challenge. Concerns, such as cut-through traffic on neighborhood streets, are issues to be addressed in the plan. Assets, such as the existing pedestrian-oriented retail on Colley Avenue, represent opportunities for further enhancements. The five challenges, with their related concerns and assets, provide a framework for developing a vision and an implementation plan for the study area.



Madison Career Center school site



Post Office at Colley Avenue and 35th Street



CHALLENGE ONE

Traffic flow and access

ASSET

The intimate scale of many neighborhood streets helps deter cut-through traffic.



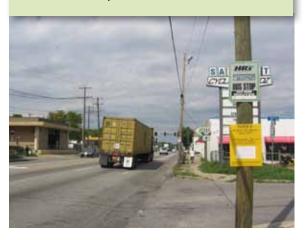
CONCERN

The existing intersection of Hampton Boulevard with the 26th/27th Street couplet, an important east-west traffic corridor, accommodates turns poorly.



CONCERN

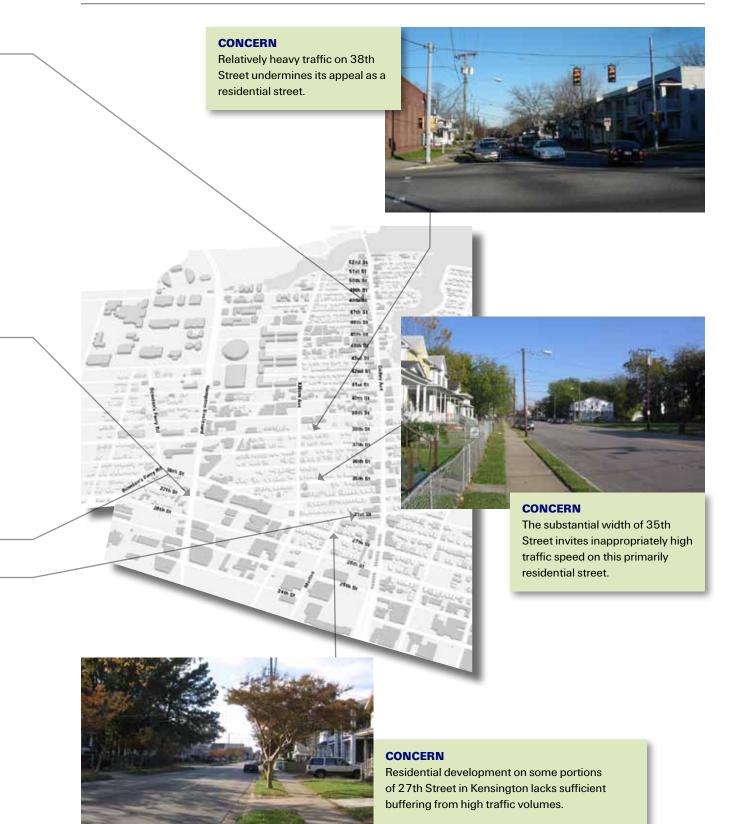
Existing bus stops in the planning area, such as this on Hampton Boulevard, are inconspicuous and offer no weather protection or service information.



CONCERN

There is significant cut-through traffic on several neighborhood streets.







CHALLENGE TWO Walkability



ASSET

Improvements on Hampton Boulevard north of 38th Street—including a planted median, prominent crosswalks, street trees, and left turn lanes—help promote the pedestrian environment and redevelopment of adjacent parcels with improved safety, appearance and access. The portion of the boulevard south of 38th street currently lacks these improvements.



ASSET

Colley Avenue is already a functional pedestrian street with on-street parking and street trees helping buffer pedestrians from traffic.

ASSET

Existing pedestrian-oriented retail along Colley encourages walking.



CONCERN

Industrial uses along the water's edge block public access to the waterfront and fail to derive value from it.



CONCERN

Light industrial use on sites along Colley Avenue prevent Colley from being a truly walkable street oriented to neighborhood residents and their service needs.



CONCERN

Missing sidewalks occasionally interrupt a sidewalk network that is relatively complete in much of the study area.



CHALLENGE THREE Land use conflicts

CONCERN

Existing light industrial businesses, at right, contrast with recently constructed student housing in University Village, left.







CONCERN

Underutilized sites along Hampton Boulevard near Old Dominion University fail to reinforce the area as a university-related district.

CONCERN

Sanitary sewer pump stations are functioning at or close to capacity in the area.





CONCERN

Automotive uses and vacant parcels along Hampton Boulevard fail to capture their high potential value as visible, accessible, sizeable sites appropriate for commercial development.

CONCERN

Industrial buildings—particularly ones like this one lacking windows, architectural scale and a setback—detract from Hampton Boulevard's appearance and walkability.





CONCERN

Tree-lined streets of detached houses in Kensington abruptly give way to industrial uses.



CONCERN

Transitions from single-family dwellings, at left, to commercial uses along Colley Avenue, at right, are often abrupt, with commercial servicing, building scale and appearance affecting the value of adjacent dwellings.







CONCERN

A suburban development pattern of deeply set-back buildings with parking in front yards detracts from Colley Avenue's character and attractiveness.



Residential and industrial uses face each other across some streets in the study area, creating an ambiguous street character.



CONCERN

Industrial uses along Killam Avenue and portions of side streets between 38th and 41st streets create a gap in character between the residential areas of Kensington and Highland Park.



CHALLENGE FOUR Retail and commercial options



ASSET / CONCERN

Example of newer retail that improves walkability along Hampton Boulevard.
Requiring the location of parking in the rear and access from a side street would further enhance wakability.



CONCERN

This concentration of student-oriented retail services lacks integration into a network of walkable neighborhood streets and campus areas.

CONCERN

Retail space along University Village's Monarch Way offers student- and neighborhood-oriented services, but lacks connections to the larger community.



CONCERN

Existing retail node at the corner of Colley and 35th Street lacks pedestrian accessibility.





CONCERN

The onetime retail district along Colley where its tree-lined median occurs has mostly succumbed to vacancy and industrial uses.

CONCERN

Example of underutilized auto-oriented retail along Colley Avenue.



CENTRAL HAMPTON BOULEVARD AREA PLAN





ASSET

Existing neighborhoodoriented businesses along Colley are valuable assets.





CONCERN

The concentration of automotive-oriented businesses along Colley Avenue does not reinforce the avenue as a walkable neighborhood street.



CONCERN

The gas station/convenience store at Colley Avenue and 38th Street presents an unappealing edge to pedestrians.



CONCERN

Colley Avenue hosts a variety of restaurants but lacks site appeal that would encourage pedestrian-oriented patrons.



CHALLENGE FOUR

(continued)

ASSET

The Ted Constant Convocation Center's sports and entertainment events help support retail, restaurant, hotel and other uses in the area.



ASSET

The Innovation Research Park buildings in University Village provide 200,000 square feet of leasable space.

ASSET

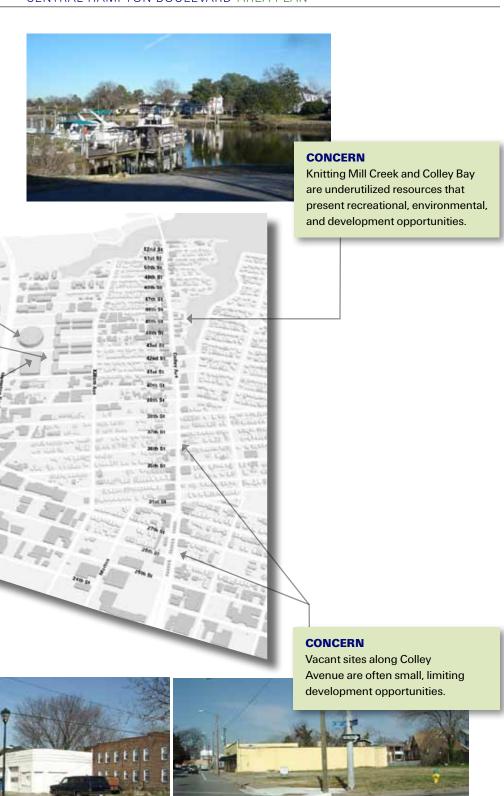
Parking structures support current uses in University Village.





ASSET

This industrial building on Hampton Boulevard relates well to the street.





CHALLENGE FIVE Housing choice



CONCERN

Rental housing in buildings surrounded by open parking lots is incompatible with the character of traditional residential neighborhoods.



CONCERN

Conventional placement of parking between buildings and the street reduces the appeal of walking and living along neighborhood streets.



An abrupt scale and character change occurs between traditional single-family dwellings in Highland Park and the student residences of University Village.



ASSET

Townhouses built in 2006, at right, establish an intermediate scale that helps make the transition from larger University Village student residence halls to smaller detached neighborhood houses.





ASSET

The Village Pointe housing in Lamberts Point, opened in 2003, was created for low- and moderate-income seniors through a collaboration of nonprofit and government groups.



CONCERN

Industrial land use along Killam Avenue between 38th and 41st streets breaks continuity between Highland Park and Kensington and creates poor residential settings at their edges.

CONCERN

Several parcels in the study area contain rental housing buildings with open gallery access and front-yard parking, detracting from neighborhood character.



CENTRAL HAMPTON BOULEVARD AREA PLAN

CONCERN

Residential parcels facing the waterfront do not always reflect the value of their location.



ASSET

New waterfront housing on Colley Bay in Larchmont creates public waterfront access, demonstrates the demand for waterfront housing, and could help support neighborhoodserving retail along Colley Avenue.



Knitting Mill Commons created loft residences in a former industrial building, introducing a desirable new dwelling-unit type into the study area while maintaining a piece of neighborhood history.



Recently built housing managed by For Kids serves social needs while helping restore the residential character of 38th Street.



Typical streets in Kensington are lined with detached dwellings and mature trees.



CONCERN

Vacant or poorly maintained properties, especially those concentrated near 38th Street and Colley Avenue, detract from the neighborhood.



Community Vision: Where would we like to be in the future?

Change, guided by a comprehensive vision, can reshape Central Hampton Boulevard into a vibrant and exciting community. A renewed interest, felt locally and nationally, in urban residential neighborhoods, coupled with a growing university, has increased demand for housing in the study area. This demand is largely driven by demographic and lifestyle trends that are expected to outlast interim fluctuations in the housing market. Retail market demand will help maintain and renew retail amenities for residents, workers and students. Industrial market demand can bring a new generation of economic value to industrial sites. Demand for research facilities, spurred by Old Dominion University and its private-sector partners, is bringing a valuable new use to the study area. Development demand of all types has potential to contribute to community benefits such as new or improved streetscapes, parks and infrastructure.

In order to capitalize on these positive forces of change, the community has defined a series of goals for the area, resulting in five complementary principles, each with a set of specific actions. Together, these principles form a collective vision for Central Hampton Boulevard as a vibrant and exciting community, comprising strong neighborhoods, active commercial centers and mixed-

use districts, and lively parks and open spaces, woven together by a network of walkable and inviting accessways.

The principles range in level of ambition and imagination, but all are rooted in real opportunities to take advantage of a variety of local assets, including:

- · A highly walkable street grid.
- Well-established residential areas with strong social communities, well-scaled housing and mature street trees.
- Solid market interest in new development of a variety of residential, retail, research and industrial uses.
- Beautiful waterfront areas along or near public land or easements.
- Hampton Boulevard improvements that are already designed and partially funded.

The subsequent chapter, Implementation Framework, describes strategies for making elements of the vision real, with attention to leadership, phasing, scale of development increments, and similar issues critical to fulfillment of the community vision.



PRINCIPLE ONE

Improve TRAFFIC Flow, Safety and Livability

New measures to expedite and control traffic flow along the major north-south and east-west roadways will serve a number of community goals: reducing congestion and cut-through traffic on local streets and improving access to commercial areas. A series of further measures fostering walking, biking and transit usage—improving the signalization, physical protection and prominence of sidewalks, crosswalks and bike routes-will promote safety of pedestrians, transit riders, bicyclists and drivers alike. Mitigating traffic impacts



on residential streets and the pedestrian network will enhance the appeal and value of the study area as a place to live. Buffering pedestrian-oriented business sites from traffic and improving access to commercial parcels by all transportation modes will enhance business opportunities.

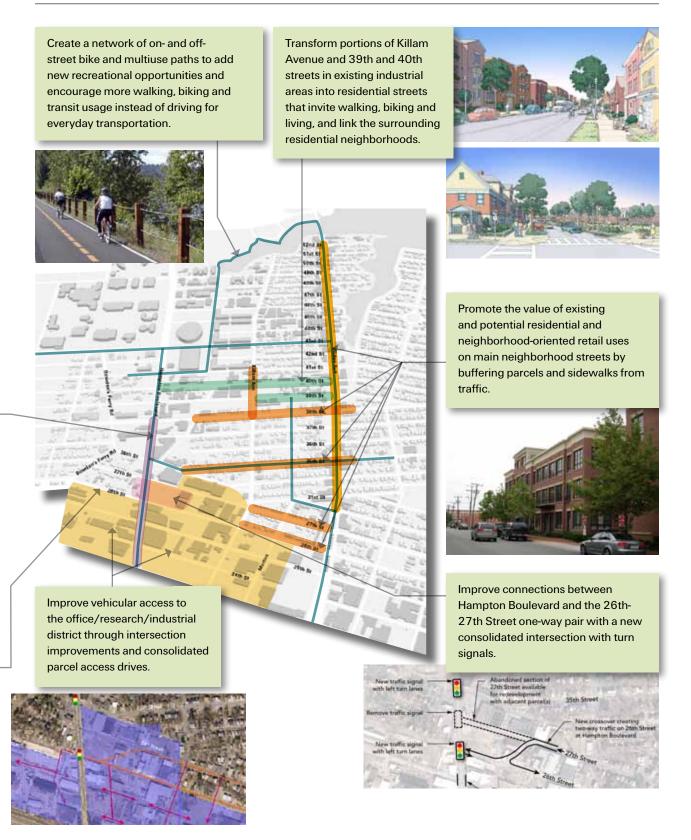


Implement the Hampton Boulevard Improvement Project to improve through traffic flow, turns, pedestrian crossings, recreational mobility and commercial parcel access.





Discourage traffic trying to reach the western office/research/industrial district from entering residential streets of Lamberts Point-through measures such as installing a neckdown like the one illustrated here.





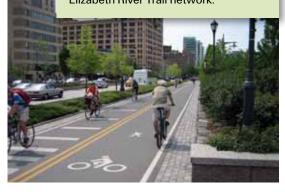
PRINCIPLE TWO

Create a safe, walkable and distinctive PUBLIC REALM

Public realm improvements will enhance the area's identity while offering a variety of experiences and opportunities for activities—both passive and active—and enjoyment at a variety of scales. These in turn will stabilize existing property values and promote investment in new residential, retail and commercial development as well as provide opportunities for environmental enhancement.



Build planned multiuse path along Hampton Boulevard linking to the Elizabeth River Trail network.





Complete the new Lamberts Point Community Center and link it to neighborhoods to the east with improved sidewalks and pedestrian crossings at Hampton Boulevard.



Humanize Hampton
Boulevard with a new
public plaza at or near the
35th Street intersection
in conjunction
with commercial
redevelopment and
street improvements.





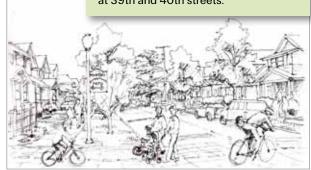
PRINCIPLE TWO continued



Create a public park that serves as a unifying centerpiece for the entire planning area, using industrial land that will be transformed for public and residential use.



Upgrade Morton Alley into a local recreational path improving access from Kensington to the 38th Street playground and the proposed new park at 39th and 40th streets.



Celebrate the landmark live oak trees in the Colley Avenue median as the heart of a mixed-use redevelopment area, possibly supplemented by additional, more accessible, public plaza or park space adjacent to Colley.



Create a multiuse recreational path from University Village to Larchmont and Highland Park along the Colley Bay waterfront, utilizing available rightsof-way. This will also provide opportunities for enhanced wetlands views.



Enhance public access to the Colley Bay waterfront with a small public park and vista on existing public land at Killam Avenue and 51st Street.







Create a linkage to the "Blue Water" trails to enhance the waterfront experience.

Celebrate the Knitting Mill Creek waterfront with development opportunities offering waterfront access and activated by neighborhood-serving restaurants and/or retail, and new housing, through private mixed-use redevelopment.





PRINCIPLE THREE

Resolve LAND USE conflicts

Correcting problematic land-use conflicts will enhance quality of life, support existing property values, and help induce new investment in housing, neighborhood retail, research and other uses. This will improve the local economy, public realm and sense of community. It will support existing neighborhoods and emergence of new ones.





Take advantage of the opportunity to expand public waterfront access in ways that also support the value of adjacent private land.





Retain and improve the existing mix of residential, commercial and institutional uses along 44th and 45th streets with design and land-use guidelines that make the different activities more compatible and complementary.





Improve the abrupt transition from the Kensington residential neighborhood to the office/research/ industrial district by relocating landuse zone boundaries from streets to rear parcel edges.

More vision elements shown on next pages ≫



PRINCIPLE THREE continued





Promote university- and pedestrianoriented retail and services over other commercial uses.





Improve the transition between University Village housing and traditional residential development with new multifamily and townhouse residential buildings of intermediate scale.



Work with Old Dominion University to implement the planned southern phase of University Village to transform obsolete industrial land into a mixed-use center offering student housing and neighborhood-oriented uses.



Enforce sensitive transitions between traditional residential neighborhoods and mixed-use corridor development. Work with industrial uses that divide Kensington from Highland Park to find new locations so this area can provide a public park, new housing, and rebuilt streets that unify the overall planning area.





Facilitate more intensive utilization of the office/ research/industrial district by combining small parcels with multiple owners into larger, more practical development sites, through coordinated City and private action. To the extent possible, relocate businesses here from the 39th-40th Street corridor to enable residential redevelopment there.

Replace industrial and auto-oriented uses along Colley Avenue with mixed-use residential, retail and/or office development that creates higher development value and a stronger sense of place.







PRINCIPLE FOUR

Expand RETAIL AND COMMERCIAL options for residents, students, workers and business owners



Encouraging neighborhood-oriented retail businesses in selected areas will help fill unmet demand for neighborhood retail while also enhancing street character. It can also help bring the neighborhood and university communities together around retail and services appealing to both. Growth of local businesses, institution-driven research and other enterprises will be stimulated by improvements to access and reconfiguration of parcels in the 26th Street industrial area. Resulting benefits will include an expansion of local job opportunities and an increase in the local tax base. Some of this increase can be tapped to help support investments in street and park infrastructure and other public priorities.



Encourage
neighborhoodoriented retail, such
as a supermarket, in
the southern phase of
University Village.



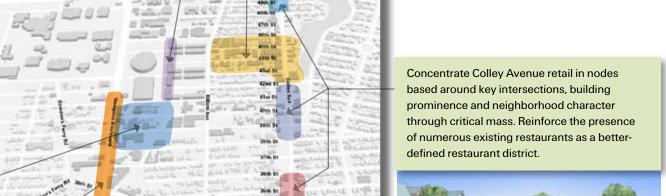
Channel demand for auto-oriented retail into new retail uses that are oriented to pedestrians, neighborhood residents and the Old Dominion University community as much as possible.

Promote higher and better uses on existing industrial land by improving access and parcel layout to attract more office, research and light industrial development. To the extent possible, accommodate industrial uses that conflict with residential or other uses on sites that are surrounded by similar uses.





Support existing commercial uses in the Knitting Mill Creek mixed-use area through enhanced mixed-use design guidelines. Encourage additional mixed-use waterfront redevelopment that includes public access to the waterfront.





Seek opportunities to upgrade the shopping center and industrial and auto-oriented uses along Colley Avenue with retail and/or office uses better tailored to today's economy and the neighborhood's needs.



PRINCIPLE FIVE

Foster a vibrant mixed-income COMMUNITY

While the celebrated single-family character of traditional neighborhood streets should be preserved and enhanced as neighborhood conservation areas, a number of redevelopment and infill sites offer an important opportunity to expand the range of housing options available to today's diversifying range of residents. These options should include ownership (across a spectrum of household income levels) and rental housing, and a variety of unit types including apartments, lofts, townhouses and detached houses. Renewed attention to cultivating neighborhood-oriented public parks, streets and community facilities, and retail



and other services, will help bring together the full community—bridging the university and neighborhood, and local residents of all races, ages, tenures and income levels.

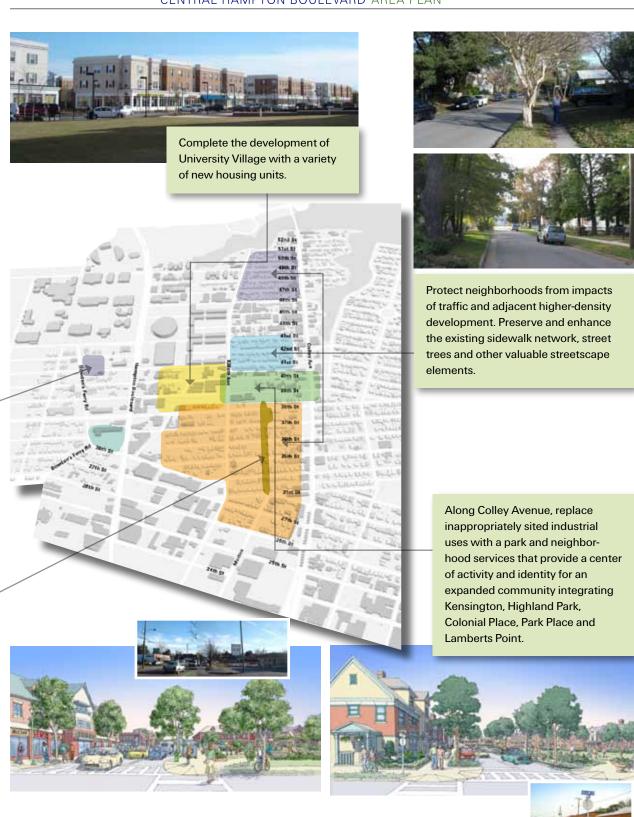
Continue with construction of the new Lamberts Point Community Center.





Enhance Morton Alley as a recreational path to enhance public realm character and property value in Kensington.







3 Implementation Framework: How do we get there?

UNDERLYING THEMES

This section establishes a set of underlying themes that will help drive implementation of the recommendations set forth in the Central Hampton Boulevard Comprehensive Area Plan. To realize the greatest gain from the plan, the City and all stakeholders should look for opportunities to ensure that the plan's implementation incorporates the following:

Community engagement

· Invite community involvement through existing neighborhood associations, emphasizing regular participation in, monitoring of, and contribution to the plan's implementation.

Partnerships

Encourage links among civic leagues in the study area and other institutions and organizations to identify development opportunities, including workforce housing and job training.

- Work with area businesses and property owners to identify mutually-beneficial improvement opportunities, including aggregation within or relocation outside the area.
- Work with NRHA to update Conservation Plans to reflect the goals and policies of the Central Hampton Boulevard Area Plan.

Communication

Ensure that stakeholders understand regulations and tools available to implement the plan.

Coordination

Combine existing or expanded revitalization programs and incentives such as the Neighborhood Commercial Corridors program and Enterprise Zone incentives to implement the plan.



Norfolk's Neighborhood Commercial Corridor Improvement Program has benefited areas like Colley Avenue in Ghent and could help achieve similar results along Colley Avenue within the Central Hampton Boulevard study area.



KEY OPPORTUNITIES

All the most significant development markets—including housing, retail, commercial and industrial—see demand for additional development in the Central Hampton Boulevard study area. If managed properly, this demand offers a very important vehicle for transforming the area in ways that serve community goals. Additionally, already planned and partially funded traffic improvements will bring improvements not only for traffic flow but also for street character, pedestrian access, and access to commercial and industrial activities.

Housing

Zimmerman/Volk Associates, Inc. (ZVA), a nationallyrecognized residential market consultant with particular strength in assessing housing demand in emerging and urban markets, performed a residential market assessment of the study area in early 2006. In response to the demand it found, ZVA recommends accommodating a development program of approximately 750 new residen-

tial units over a 7- to 10-year period. This buildout could occur at a rate of 85 to 170 units a year. Current economic conditions suggest the need to reduce this absorption rate, resulting in a longer time frame to achieve these projections. ZVA recommends this 750-unit program comprise specific proportions of certain dwelling-unit types—a "target residential mix"—that are attractive to the specific types of households seeking homes in the study area:

- · 26% ownership, single-family attached unitsincluding traditional rowhouses and more up-market "brownstones having a higher level of finishes and detailing."
- 28.5% ownership, multifamily units-including a variety of lofts ("hard," "soft," and with mezzanines) as well as traditional flats
- 45.5% rental, multifamily units—including a variety of lofts ("hard," "soft" and with mezzanines) as well as traditional flats

Maintaining approximately this mix of new housing at the scale of individual neighborhoods and, if possible, of groups of two or three blocks, is important for several reasons. More aggressive development of any one segment may overshoot available demand, producing units that stay unsold. Insufficient development of a segment fails to take advantage of available demand and thus postpones the social and economic benefits new housing can bring to the study area and city. In addition, significant over- or under-representation of one or more segments may detract from overall unit marketability. The types and mix of units specified above derive from







Demand exists for a variety of multifamily and attached townhouse residential unit types in the study area.

an analysis of the types of people interested in living in the Central Hampton Boulevard study area. Significant target residential markets include these demographic characteristics and proportions:

- 40% empty-nesters and retirees
- 15% traditional and non-traditional families
- 45% younger singles and couples

Families with children will constitute only a small proportion of households—one reason for the small share of single-family detached housing units within the target residential mix. The breakdown also reveals the significance of demographics in shaping housing demand. The most significant markets are those in the "baby boomer" generation and their children, two groups that comprise a disproportionately large share of the population over the coming 20 years or so.

The appeal of the study area as a residential location is fuelled by these principal opportunities:

- · Easy access via Hampton Boulevard to employment in Downtown and the Norfolk Naval Air Station.
- · Proximity to high-value neighborhoods, including Larchmont to the north and Ghent to the south.
- Adjacency to Colley Bay and Knitting Mill Creek.
- · Adjacency to Old Dominion University, a fast-growing and respected educational institution.

- Walking distance to the Ted Constant Convocation Center, an important entertainment venue, and University Village, which includes a mix of uses, from student housing to retail and office.
- The mix of retail uses, that could include a grocery store, proposed for future development within University Village.

At the same time, housing development in the study area must overcome these challenges to reach its full potential:

- · Adjacency to industrial uses that have a negative impact on residential values.
- The current undersupply of quality retail and restaurants not oriented toward a student population. Unless retail is developed concurrently with non-student housing, the first residents will depend on existing retail, much of which is oriented to the undergraduate student population.
- High traffic volume on Hampton Boulevard, making pedestrian crossing a safety concern.

Additional information from the residential market study is available under separate cover.







A broad range of households, especially from the baby-boom generation and its children, have interest in living in the study area.



Retail, Commercial, Office and Industrial Market Studies

ZHA, Inc., conducted an analysis of retail, commercial and industrial market demand in the study area in 2006. The analysis found potential demand in each sector in amounts that could contribute toward realizing economic goals and amenities articulated by the city and community. There is potential demand over ten years for approximately 200,000–260,000 square feet of retail space and 350,000–400,000 square feet of commercial office space. In addition, strong local and regional demand for small industrial buildings will support new allocations of land deemed appropriate for such use. More detailed, sector-by-sector consideration of the nature of this demand, and the opportunities and challenges it presents, follows.

Retail market demand

The study area will support underserved retail-market demand within locally defined trade areas in Norfolk, but it does not likely offer a preferred location for retail development on a regional scale. Locally defined market trade areas showed net spending outflows, indicating that existing stores do not adequately serve demand.

Key assets for retail development include Hampton Boulevard, which should attract retailers targeting the area's underserved market niches, including family households; and Old Dominion University, which offers a growing student presence, new destinations, new employment, and an increasingly prominent University Village area.



Most demand for new retail in the study area comes from the neighborhoods within or directly adjacent to it, with some additional demand generated by the larger community.

Overall, the market study suggests that the area has the potential to support approximately 200,000 to 260,000 square feet of new retail development over the next ten years. While precise locations and development programs cannot be anticipated, this volume of retail development could be allocated among:

- A neighborhood shopping center, most likely containing a grocery anchor, along with a mix of stores offering goods and services in various apparel, miscellaneous, personal services, and eating and drinking categories. This type of development would target a location along Hampton Boulevard.
- A department store, either free-standing or within a shopping center complex. Suitable locations would target Hampton Boulevard—or possibly Colley Avenue near the Ghent district.
- Auto-oriented businesses such as chain restaurant concepts (e.g., "quick-serve," fast food, coffee shop), drug stores, and specialty retailers (e.g., music/video, apparel, electronics) seeking high-visibility locations, primarily along Hampton Boulevard.
- Additional independently operated businesses: given the implementation of supportive amenities (e.g., parking, visibility), additional businesses such as restaurants/taverns, entertainment or recreational venues (possibly including music clubs, comedy clubs, bowling/billiards, and similar establishments) and personal service providers are likely to identify opportunities in the study area. Not all businesses, however, will seek space in new developments. Many would be start-up operations and would seek older, existing properties that would charge comparatively lower lease rates.

The chart presents two hypothetical but reasonably likely allocations of new retail space:

· Several key challenges to new retail development need resolution in order to reach full potential.

PROJECTED RETAIL DEMAND

COMMUNITY SHOPPING CENTER	LOW	HIGH
Grocery anchor	45,000	55,000
Shopping center tenants	45,000	60,000
General merchandise (possibly with shopping center)	70,000	80,000
Streetfront/ground-floor retail (Colley, Killam, cross streets)	20,000	25,000
Streetfront/Hampton Blvd	30,000	40,000
TOTALS	210,000	260,000
Figures in square feet		

- > The pedestrian environment and parking opportunities along Colley Avenue need improvement.
- > University Village (particularly its retail area along Monarch Way) needs better east-west pedestrian and vehicular connections with the Colley Avenue corridor.
- > Vehicular access to retail parcels along Hampton Boulevard must be improved.
- > Entertainment uses may be hard to sustain on Colley Avenue, given its distance from Old Dominion University.

Commercial office market demand

The Central Hampton Boulevard study area plays no role within the regional office market, and does not presently provide a preferred location for a large-scale, multitenant office building.

Old Dominion University's Innovation Research Park office development currently comprises 200,000 square feet of new office/research/ laboratory space. Over time, this development will expand and generate new technology-related companies. The area should be able to attract businesses such as laboratory/software-oriented businesses, nonprofit or design-oriented businesses, law firms, and other professional service providers.





Old Dominion University's new Innovation Research Park could spur interest in additional research facilities for ODU or privatesector spin-off enterprises doing related research.

Innovation Research Park, as well as other developments occurring near the medical campuses to the south of the study area, offers the potential to generate new businesses seeking additional office/laboratory development. Such development is reasonably anticipated at 50,000 to 100,000 square feet of new office space and should be concentrated on Hampton Boulevard between 27th Street and the railroad to the extent possible. This brings projected office development to a total of 350,000–400,000 square feet over the next ten years.

A limited amount of office space for neighborhood-serving businesses may also be possible along Colley Avenue.

Primary challenges to attracting commercial office development to the study area include:

- Providing sufficient parking supply along Colley Avenue to support businesses.
- Attracting additional long-range potential demand beyond the amount identified.

Industrial market demand

The Hampton Roads regional industrial market is characterized by strong demand, ongoing growth, and scarce land. The regional and local markets cannot currently offer sufficient land supply to satisfy a strong demand.

Most of the study area's industrial properties are smallowner-occupied uses. Many of these businesses serve the military and shipping facilities located at either end of Hampton Boulevard, and therefore derive strategic advantages from their locations in the study area. Other businesses offering storage, repair and other such services benefit from proximity to household clientele consumers throughout Norfolk's west side.

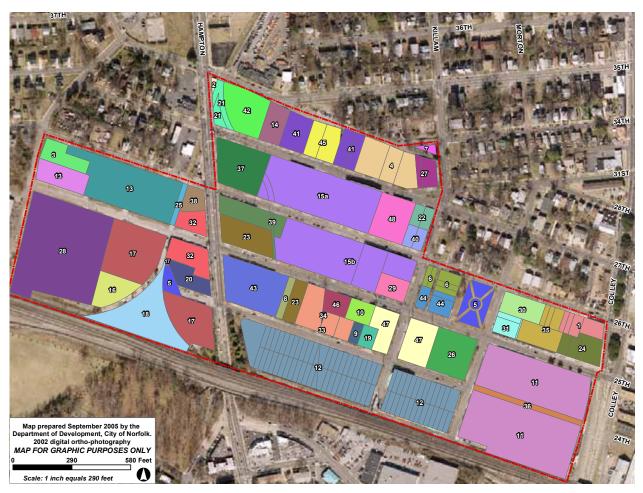
Preferred sites will offer high-quality infrastructure (e.g., lighting, curbs, drainage, roads). Most industrial development would feature small, owner-occupied buildings; tenants would be generally consistent with current industrial user profiles, and would come from inside as well as outside the study area.

Available industrial properties are likely to attract interest from prospective tenants. To the extent that such development is deemed desirable, the market will support new supplies of land allocated to this use.

Key challenges to attracting additional industrial development demand include:

- The need for relocating some existing industrial uses from parcels that are unsuitable either for that use itself or because they are adjacent to residential or other sensitive uses.
- Lack of parcels with sufficient size, configuration, and/or access and utility infrastructure to support new industrial investment.
- Land-acquisition costs that increase due to land speculation by property owners and the reluctance of owner-occupied business to leave current locations.

Additional information from the retail, commercial and industrial market study is available under separate cover.



Existing parcels in the industrial area tend to be small and owned by multiple individuals and businesses, preventing investment by businesses that need larger sites for buildings and operations. Different numbers and colors in the map above indicate different owners.



THE PLAN

This section outlines a series of strategies, organized by the five overarching principles, to guide plan implementation. They include general approaches applicable to the entire study area and specific initiatives targeted to certain districts or issues.

1. IMPROVING TRAFFIC FLOW AND ACCESS

- a. Use the following standards in addressing roadways.
 - Street Sections. A full set of the sections—an example of which appears here—appears in Appendix A under separate cover and shows existing and proposed configurations for eight key conditions within the study area. The table below summarizes recommended lane widths for street types illustrated by the street sections. The Access Diagram on the next page shows where particular street types occur in the study area. In an effort to balance a variety of priorities, including access and place making, the proposed sections and accompanying plans generally embrace these strategies:
 - > Buffer pedestrians and adjacent uses, particularly residential, from locations with heavy traffic, through use of on-street parking, planting strips, street trees, shrub plantings, and front yards.



See Appendix A for recommended street section guidelines.

- > Make roadway lanes as narrow as possible while ensuring safe travel to control speeds, accommodate bike lanes where appropriate, create wider sidewalks, and cue drivers to an urban context where they share the road with other users.
- > Dedicated on-street bike lanes should be 5 feet wide where possible (curb gutters, catch basins,

STREET TYPE	LANE TYPE			
	PRIMARY ROADWAY LANE	SECOND ROADWAY LANE FOR PASSING, WHERE OCCURS	LEFT-TURN LANE	ON-STREET PARKING LANE
Commercial/institutional boulevard (Hampton Boulevard)	12'-0"	11′-0″	9'-0" inset into planted median	None typical; 8'-0" where possible
Commercial/institutional street (portions of Hampton Boulevard, 26th and 27th streets)	11'-0"	11'-0"	9'-0"	8'-0"
Mixed residential/commercial/institutional (Colley Avenue)	10'-0" (11'-0" on Colley south of 28th Street)	10′-0″	9'-0"	8'-0"
Residential street (primarily single- family)	9′-0″	-	-	7′-0″
Residential street (rowhouse/multifamily; portions of Killam, 38th, others)	10'-0"	-	-	8'-0"
Residential boulevard (35th Street)	10′-6″	-	9'-0"	8'-0"



The diagram defines a hierarchy of street types with different characters and levels of traffic. Green lines depict bike lanes and/or routes on-street or on separate paths. Street sections in Appendix A describe typical configurations of the street types.



Hampton Boulevard (State Highway 337), and to a lesser degree Colley Avenue, serve as important north-south traffic corridors in the planning area. The 26th/27th Street one-way pair (State Highway 247) is the most significant east-west traffic corridor, followed by 38th Street and, to a lesser extent, 35th Street.



and related drainage infrastructure may protrude up to 18 inches into this zone, provided that they allow safe passage by bicycle wheels). Alternatives include striped shoulders and shared lanes.

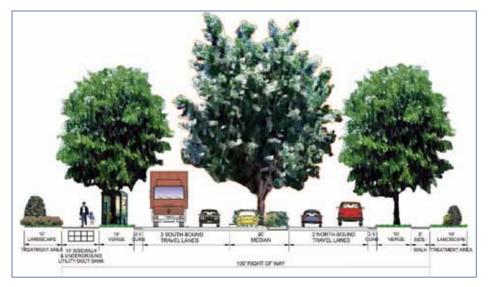
- Require that new buildings be at least two stories in height, except within the R-8 zoning district, to keep in scale with predominant residential context while defining the spatial edges of the street.
- Give retail and commercial uses strong groundfloor visual and access connections to the sidewalk. Buildings should be located using a combination of build-to and setback controls, based on the nature of the proposed use and the character of the street.

- b. Continue implementation of the Hampton Boulevard Improvement Project. The project includes pedestrian-favoring streetscape improvements similar to those already made north of 38th Street:
 - Lane and signal improvements.
 - Multiuse path on the west side of Hampton Boulevard.
 - Sidewalk on the east side of Hampton Boulevard.
 - · Landscaped planting strips.
 - · Landscaped median.
 - Buried utilities.
- c. Enhance Hampton Boulevard connections to eastwest streets. Difficult access from the main northsouth streets (Hampton Boulevard and Colley Avenue)

to and from primary east-west streets (26th, 27th, 38th, and, to a lesser degree, 35th and 49th streets) slows traffic on Hampton Boulevard and Colley Avenue and encourages drivers to cut through residential neighborhoods on other east-west streets. The most significant opportunity for improvement occurs at the intersections of Hampton Boulevard and 26th Street (currently lacking traffic signal) and 27th Street (with traffic signal). These two intersections should be consolidated into a single intersection with a traffic signal at Hampton Boulevard and 26th Street by diverting

27th Street to meet 26th Street west of Killam Avenue (see the plan on the following page). Additional land acquisition, allowing possible sale or swap of the stretch of 27th Street to be abandoned, will be necessary to facilitate the 27th Street diversion. Adding a traffic signal at 35th Street would improve access to this important link to Kensington and Park Place.

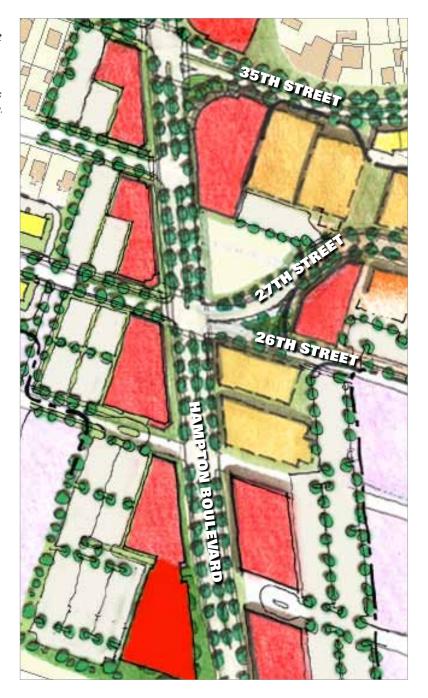


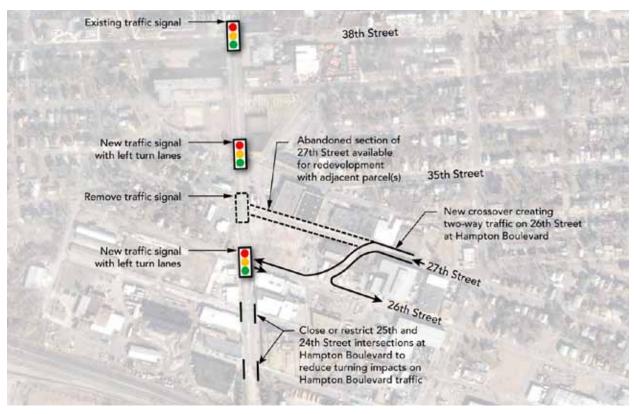


The Hampton Boulevard Improvement Project (HBIP) includes a number of traffic and streetscape improvements on Hampton Boulevard between 24th and 38th streets. Significant engineering and funding have already been devoted to the plan, making it a major opportunity not only to improve Hampton Boulevard but also to stimulate highervalue redevelopment in surrounding areas.



The plan at the right depicts conceptual street improvements and site redevelopment along Hampton Boulevard between the railroad and 35th Street. New development, including primarily office and research uses south of 27th Street and retail to the north, is recommended to line both sides of Hampton. Parking should be located behind buildings accessed from the rear via intersection improvements at 26th Street—to improve pedestrian and traffic conditions along Hampton and make strong economic and urban design statements at this important neighborhood gateway.





Proposed traffic signal locations along Hampton Boulevard.

- d. Control access to Hampton Boulevard. The implementation of the Hampton Boulevard Improvement Project, the realignment of 26th and 27th streets, and a revised signalization plan, will help to better control access to Hampton Boulevard.
 - Close or restrict Hampton Boulevard's intersections with 24th and 25th streets to reduce turning impacts on Hampton Boulevard traffic.
 - Introduce new north-south streets that provide access to industrial land primarily from 26th Street. The new streets will create safer access to the industrial area, and they will accommodate the larger parcels potentially created by closing of portions of 24th and 25th streets, which would no longer be needed to provide access to/from Hampton Boulevard and Colley Avenue.

- e. Facilitate the consistent flow of traffic at lower speeds.
 - Place synchronized traffic lights at regular intervals.
 - Evaluate the need for traffic signals along Killam Avenue, specifically at Killam and 38th Street.
 - Improve the spacing of traffic lights on Hampton Boulevard. The plan recommends adding signals at the realigned 26th, 35th, and 38th streets, and removing the existing signal at 27th Street.
 - Add dedicated left turn lanes and/or signals where space allows.
 - Place street trees, light poles and similar vertical elements within 4 feet of the curb to promote safety. This strategy reinforces drivers' perception of a narrower lane width, inducing them to drive more carefully.



- f. Mitigate the impact of cut-through traffic on adjacent uses. Because traffic volume generally cannot be reduced, additional physical buffering between traffic and sidewalks and development parcels is needed (see street sections for possible approaches on specific streets):
 - · Increase the buffering between traffic and sidewalks by adding on-street parking, including planting strips with street trees and shrubs and increasing planting-strip width.
 - Implement these street-specific recommendations:
- > Maintain the current locations of signalized intersections at 43rd Street with Hampton Boulevard and 42nd Street with Colley Avenue to prevent 43rd/42nd streets from becoming another main east-west corridor between Hampton Boulevard and Colley Avenue.
- On streets where additional cut-through prevention is desired, consider narrowing lanes by adding on-street parking or implementing trafficcalming strategies.











Beyond offering basic weather protection, seating, and information, bus shelters should make an architectural contribution to the public realm and celebrate transit as a community resource.

- g. Promote increased transit use. Several complementary methods could improve usage of existing transit:
 - Conduct surveys of existing and potential riders to determine what services would increase transit usage.
 - Provide new or better bus shelters at more heavily-used bus stops.
 - Design the shelters to promote transit use and contribute to the public realm and to provide information, seating and weather protection.
 - Integrate public transit with ODU shuttle service.
- h. Encourage biking for everyday transportation and recreation.
 - Create a bicycle access network as indicated on the Access Network diagram on page 3.9. Different lane conditions, on-street bike lanes, on-street routes in mixed traffic, and off-street bike paths, are recommended as right-of-way width allows.
 - **Build the planned Elizabeth River Trail segments to** the west of Hampton Boulevard, create bike lanes along 35th Street, and mark Colley Avenue as a bike route.
 - Include pavement markings and signage to alert drivers to the presence of bikes. Dedicated bike lanes and lanes shared by vehicles and bikes along designated bike routes—"sharrows"—should each have distinct pavement markings. Signs should alert drivers at crossings of bike lanes and multipurpose paths.
 - Include amenities such as bike racks (covered wherever possible) near campus buildings, stores, parks, and transit stops, and encourage changing rooms and showers and bike storage lockers at places where longer-term safe storage of bikes is desired.



"Sharrows" are roadway lanes marked to indicate that vehicles and bikes should expect to share the lane with one another. They are appropriate solutions where insufficient roadway width exists for dedicated bike lanes.



Bicyclists make regular use of the sidewalk along the west side of Hampton Boulevard near the railroad underpass, despite poor and unsafe conditions. Construction of the planned multiuse path along this stretch of the boulevardconnecting to an existing path south of the railroad, a planned path along 43rd Street, and

the Elizabeth River Trail system—will serve these bicyclists and help attract others to area neighborhoods that have potential to be very bike-friendly.

2. CREATING A SAFE, WALKABLE **PUBLIC REALM**

- a. Develop a public-realm implementation plan using the following standards.
 - **Sidewalks**
 - > Width: Provide at least 8 feet of continuous clear width for walking along retail or other active building frontage; at least 6 feet along multifamily residential buildings; and at least





Many streets in the study area offer functional pedestrian access that could become much more inviting with improvements. Sidewalks along portions of Colley Avenue, here, already benefit from street trees, a planting strip and on-street parking, but should also be lined with buildings with engaging ground-floor retail and other uses, and widened to 8 feet in retail areas.

5 feet along single-family houses. Provide additional width for bus shelters and other transit facilities, and for outdoor seating and/or sales areas in front of restaurant and retail uses that support such functions.

> Protection from traffic: Provide at least a planting strip, preferably 4 feet or more in width, and on-street parking as well, wherever possible. In planting strips, include street trees where width allows; in other areas, provide shrubs or other plants up to three feet tall. Along retail or in other areas where pedestrian activity would degrade a planting strip, additional sidewalk paving may be substituted for planted area, with trees set in tree wells.

Crosswalks

- > Crosswalks at priority areas for retail and public open space, as indicated on the Recommended Land Use diagram on page 3.33, will have particular prominence and pedestrian volume. Those crosswalks should receive priority for installation of masonry pavers or similar enhanced surface materials, and added width and crossing time.
- > *Provide pedestrian signals* that display a numeric countdown of remaining crossing time and



"Bulb-outs" and distinctive paving improve crosswalks on neighborhood streets.

have audible indications of phase. At crosswalks that experience regular use, evaluate the idea of eliminating pedestrian signal buttons in favor of a standard pedestrian crossing phase that runs concurrently with parallel traffic. At crosswalks that experience occasional use, consider providing a signal-actuation button that provides a clear signal, in a reasonable time frame. Existing crosswalk signals often require pedestrians to wait an unreasonably long time for a clear signal, which encourages jaywalking.

- > Clearly distinguish the crosswalk from adjacent traffic paving. Painted markings, preferably striped parallel or at an angle to travel lanes, do this effectively. Where additional prominence is desired, raising the crosswalk on a gentle rise or "traffic table" very effectively cues drivers to the presence of pedestrians. Special paving may also be considered. Use masonry pavers only if they can be installed and maintained well enough to retain a smooth surface. Markings impregnated in asphalt offer a functional alternative. In all cases, regular maintenance, at least annually, is important to maintaining markings and surface quality.
- Make each crosswalk at least as wide as the widest sidewalk approaching it. Provide accessible curb cuts linking crosswalks to sidewalks.
- > At intersections where crosswalks span more than four traffic lanes—specifically, at points on

Hampton Boulevard and Colley Avenue—provide if possible a median refuge for pedestrians at least 4 feet wide and preferably 6 feet wide.

Paving

- > Maintain smooth paving surfaces with level changes not exceeding ¼ inch. This standard facilitates ease and safety of access by people in wheelchairs or with other mobility constraints, as well as those on foot.
- > Maintaining this standard with bricks or other masonry pavers can be difficult, even when bricks are embedded in a concrete base. For this reason, if pavers are desired, consider using them as an accent and combining them with a continuous concrete sidewalk at least four feet wide. Concrete sidewalks can be visually accented where desired with score lines and integral coloring. Sidewalk and crosswalk areas at priority areas for retail and public open space, as indicated on the Recommended Land Use diagram on page 3.33, are designed to mark prominent areas of high pedestrian traffic that deserve special attention to pedestrian convenience, safety and investment in quality materials. In other areas, give priority to basic connectivity over special aesthetic treatments.

Underpasses

- > Paint wall surfaces to improve light reflection; consider murals to emphasize gateway location and incorporate community-based arts.
- > Reinforce gateway location and assist wayfinding with pedestrian-scale signage.
- > Install better night lighting, choosing light fixtures that contribute to pedestrian scale. For instance, use distinctive bracket- or pole-sup-





Sidewalk passages under the railroad at Hampton Boulevard, lower and middle photos, and Colley Avenue, upper photo, will remain important links to Ghent. Install improved lighting and railings, paint surfaces with lighter colors and/or murals, and install pedestrian-scale signage to safely accommodate and truly welcome pedestrians and bicyclists.



- ported fixtures rather than standard commercial wall- and ceiling-mounted fixtures.
- Replace railings with more closely-spaced balusters offering better human scale and ADA compliance.
- > Explore opportunities to introduce attractive vines or other plantings on trellises to help reduce the expanse of concrete wall surface.



Trees and landscaping

- Street trees: All streets should be lined with street trees.
 - Hampton Boulevard, Colley Avenue and Killam Avenue should receive special priority for installation of new trees where lacking.
 - Reinforce the distinct character of districts within the overall planning area with an appropriate tree-planting plan for each. Highlight special places with particular species, planting layouts, or other features that contrast with prevailing species or layouts in adjacent areas.
 - Select trees that best tolerate the stresses of urban locations, including air pollution, physical contact, and limited groundwater access. Use only species approved by the City of Norfolk. Match mature-tree size and shape to building heights and volumes on adjacent parcels.
 - Along mixed-use streets, select trees that allow good visibility of ground-floor uses beneath branches and do not overly obscure signage. Next to residential development, select and locate trees to balance desires for

- residential privacy and for maintenance of prime views.
- Locate trunk centerlines at least 4 feet from the face of the street curb to prevent contact from vehicles in travel or parking lanes.
- Provide ample soil area and groundwater access to ensure long-term survival of trees. Plant trees in extended planting strips wherever possible to maximize opportunity for rainwater infiltration to roots.
- > Planting strips: Create planting strips wherever possible along streets to serve multiple functions:
 - Reinforce separation of sidewalk and residential uses from traffic through the use of planting strips of at least 4 feet wide that can accommodate trees, lawn and/or ornamental plantings up to three feet tall.
 - Create continuous extended areas between sidewalks and curbs where stormwater can filter into the ground, promoting the health of street trees and other vegetation, restoring groundwater levels, and reducing demand on storm sewer systems and impact on water-





Planting strips accommodate a variety of vegetation that should help separate pedestrians from traffic, define the character of the overall street, enhance adjacent buildings and open space, and allow natural stormwater infiltration. Tall grasses and shrubs up to three feet tall offer an effective and relatively inexpensive means of buffering pedestrians from traffic where broader planting strips and/or on-street parking are impossible or insufficient. Good examples of such plantings include these along the Emory University campus near Atlanta.

- ways. Individual unit pavers may be placed across planting strips at periodic intervals to facilitate access to on-street parking.
- Expect residents and business and property owners to maintain the planting strips in front of their property.
- > Medians: Include medians in the street section of the Hampton Boulevard Improvement Project between the railroad and 38th Street, and keep those that already exist on Colley Avenue between 24th and 28th streets.
 - Where street trees are intended, provide at least 9 feet of soil between inside median curb edges wherever possible (typically resulting in 10 feet of width between outside curb edges) to give trees adequate separation from traffic and create pervious ground through which rainwater can reach their roots.
 - Include flowering plants, grasses, shrubs, and other plantings up to two feet tall, whether or not trees are present. Choose plants that require little or no maintenance, tolerate traffic conditions, and are native or otherwise well suited to the climate.
 - Provide supplementary irrigation as needed.
 - Consider opportunities for medians that can accommodate ground infiltration of stormwater from road runoff.
- > Retaining walls: Where retaining walls are necessary to accommodate sidewalks, waterfront bulkheads or other elements, provide a level of finish quality better than plain concrete. Consider adding granite facing, art installations or similar design accents to add interest and help relate the form and finish of the wall to the surrounding landscape.

Lighting

> Street lighting should include fixtures specifically scaled to pedestrian environments as opposed to vehicular travel, at priority areas for retail and public open space, as indicated on the Recommended Land Use diagram on page 3.33. Integrate lighting with poles for traffic signals, signage, and other elements as feasible to minimize the number and variety of poles in sidewalks. Consider using lighting of unique design, color, or other quality at special places in the neighborhood. Consider energy-saving fixtures that are powered by sunlight or wind.

Street amenities

- > Transit shelters: Use bus shelters that are attractive and, where possible, unique to a district or activity center, to celebrate transit as a public amenity; clearly identify stops; provide service information; make waiting convenient; and reinforce place identity.
- Benches: Provide benches in sidewalk or plaza areas indicated for high levels of pedestrian use, parks, near pedestrian-oriented retail, and any other places that facilitate public gathering. Specifically, along Colley Avenue and Hampton Boulevard, provide at least two benches per block in priority retail or open space areas, and at least one per block otherwise. Choose durable benches approved by the City and locate them out of the main sidewalk passage area.

b. Focus enhancement efforts on the north-south corridors.

- Hampton Boulevard, as a key artery serving local residents, the Old Dominion University community and the larger city.
- **Colley Avenue**, which is less dominated by traffic and better suited to emerge as a walkable "Main Street."





Streetscape improvements along Hampton Boulevard should transform it into a place that invites walking and investment in neighborhood-supporting businesses.

- Killam Avenue, which, if consistently lined by housing, can become an important residentialscale connective alternative to its busier parallel routes.
- c. Provide continuous pedestrian connections between areas of new and existing development.
 - Make crosswalks safer with improved markings, lighting, accessible curb cuts and convenient countdown signals.
 - Increase sidewalk widths, improve crosswalks, and increase buffering to improve walkability.
 - Improve key crosswalks traversing Hampton Boulevard and Colley Avenue before improving all of them. Prioritize key crosswalks as indicated on the Land Use Diagram on page 3.33.
 - Give priority to assuring basic connectivity simple concrete sidewalks and painted zebra-stripe crosswalks—over more elaborate paving designs.
 - As parcels are redeveloped, require owners to invest in needed sidewalk, tree and landscaping improvements adjacent to their property.

 Complete missing sidewalk segments, crosswalks and accessible ramps.

d. Minimize impact of parking.

- Surface and structured parking should have minimal exposure to public streets, since these building forms lack active uses and the need for driveways diminishes the qualities of the street as a welcoming place to walk. Minimize the impact of parking on the public realm by following these guidelines:
 - > Locate parking behind buildings or within structures wherever possible. If parking occurs in a structure, it should be separated from the street wherever possible by occupied spaces.
 - > If surface parking cannot be located behind a building, locate it beside the building rather than between the building and sidewalk—but avoid locating it at a street corner. The street frontage length of parking beside buildings should be minimized. Such parking should be screened with fencing or plantings up to 4 feet in height, located at the building line to help screen the

Occasional pedestrian plazas should be planned with multiple specific uses in mind, activated by retail or other activity in adjacent buildings, and built with high-quality materials and landscaping.

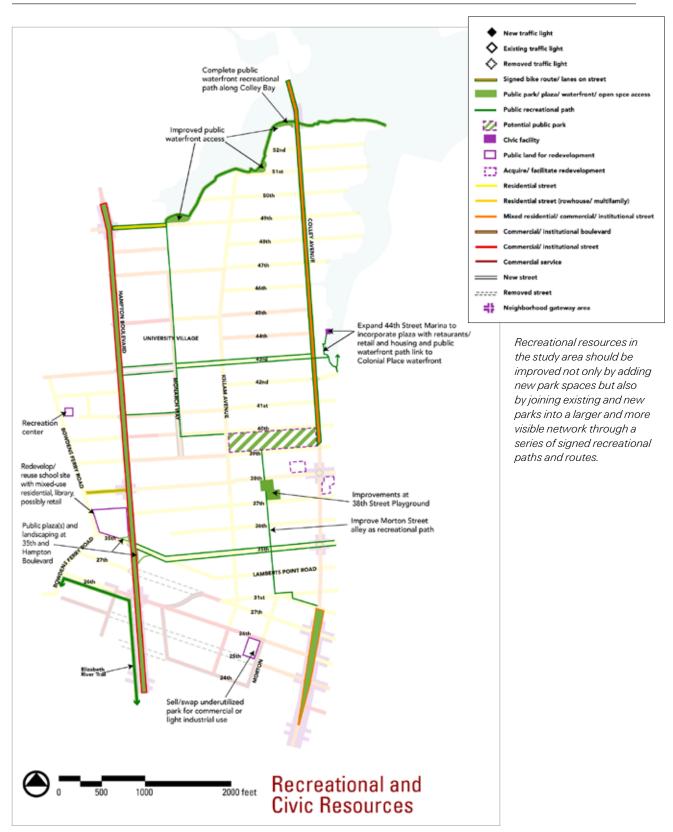
- parking from the sidewalk while maintaining the street space.
- > If surface parking must be located on a corner lot, any parking that occurs along the street should preferably be located along the east-west street rather than Hampton Boulevard, Killam Avenue, Colley Avenue or other more prominent streets.
- > Where a parking structure must face a public street, provide a façade with architectural elements incorporating the range of scales and materials typical of built context.
- > Pedestrian entrance lobbies should be prominent and inviting, with as much visibility from the exterior as possible to promote security. Stair towers and elevators, where adjacent to the street, should be designed with a high degree of transparency. Consider making use of their potential as a strong vertical design element.
- e. Weave a neighborhood park and path network.
 - Celebrate the neighborhood's waterfront location by improving public waterfront access.
 - > Create better sidewalks, overlooks with seating, improved views and potential piers where 49th and 51st streets' existing public rights-of-way pass along Colley Bay.
 - > Provide a continuous pedestrian path along the south side of Colley Bay.
 - > Connect the study area to a public path along the north side of Colley Bay using easements along land controlled by Old Dominion University, Larchmont Elementary School, and new residential development near Colley Avenue to take advantage of improvements already completed.



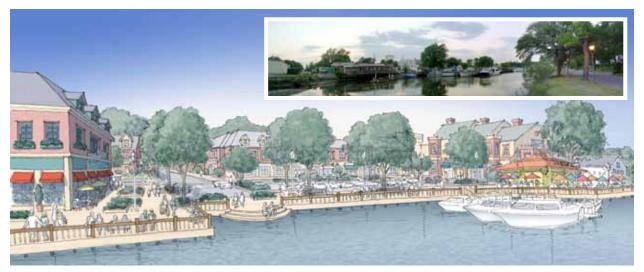
- > Over the longer term, work to create waterfront access and path connections to the Colonial Place waterfront.
- Revive existing parks with better maintenance and access.
 - > Improve play equipment, fencing and plantings at the *38th Street playground*.
 - > Improve lighting, surfacing and signage of the *Morton Street Alley* to help link the 38th Street playground to blocks to the south.
- Seek opportunities to create new parks, open space and plazas as part of significant redevelopment projects.
 - > Pursue a new park on or adjacent to the block bounded by Killam Avenue, Colley Avenue, 39th and 40th streets to complement anticipated residential redevelopment, helping transform the currently industrial area into a public gathering place that ties together Kensington and Highland Park and, at a broader level, ties these areas to Colonial Place and Park Place (see rendering on page 3.24).
 - Seek a new park or plaza along Colley Avenue at or near 26th Street.











Knitting Mill Creek, shown here looking west toward 43rd Street, offers another untapped opportunity to celebrate the study area's waterfront. Redevelopment of parcels along Colley Avenue could offer an opportunity to create a public park with waterfront views and access, framed by mixed-use redevelopment including housing and restaurants—perhaps a new consolidated location for some of the existing restaurants along Colley.

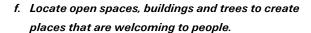


The plan suggests a new park on the block bounded by Killam and Colley Avenues and 39th and 40th Streets—at the heart of redevelopment of existing industrial parcels. This park presents a unique opportunity for a significant public space serving as a place of activity and identity for the entire study area—and even the adjacent Colonial Place and Lamberts Point neighborhoods as well as an amenity serving adjacent residential redevelopment.

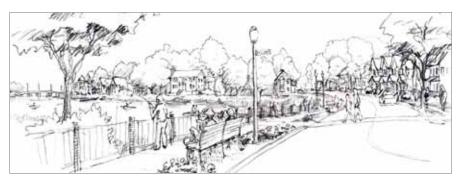
- · Make parks and plazas readily accessible.
- Create views and introduce signage to emphasize the presence of public spaces.
- Design the parks and plazas to enhance and take advantage of existing natural features.

Retain existing mature trees and add plantings that shape the space and support intended uses.





- Encourage retail awnings.
- Select street tree species to **create shade**.
- Locate pedestrian plazas with multiple uses in mind, activated by retail or other activity in adjacent buildings.
- Preserve the live oak trees along the median at the southern end of Colley Avenue as a centerpiece of mixed-use redevelopment on adjacent parcels.
- g. Celebrate area identity at major entry points and civic spaces.
 - Emphasize these north-south entrances:
 - > Colley Avenue at railroad underpass.
 - Colley Avenue at Colley Bay.



The north edge of 51st Street near Killam Avenue could do much more to celebrate its location along Colley Bay through removal of vegetation obstructing views and installation of a sidewalk, benches and possibly a dock.



- > Hampton Boulevard at railroad underpass.
- > Hampton Boulevard at Colley Bay.
- **Emphasize these east-west entrances:**
 - > Colley Avenue at 35th Street.
 - Colley Avenue at 38th Street.
 - Hampton Boulevard at 35th Street.
 - > Hampton Boulevard at 38th Street.





The entrance from Larchmont along Colley Avenue is already prominent owing to the bridge over Colley Bay—but the view into the neighborhood down Colley should be improved with banners or other art identifying the neighborhood, public access to Colley Bay in front of the YWCA property, and infill development of open lots along Colley.



Create an entrance from Larchmont along Hampton Boulevard near 49th Street by adding banners and/or public art announcing the Old Dominion University campus district, and, if possible, opening a view corridor to Colley Bay and encouraging redevelopment of parcels on the east with higher-value landmark buildings.



The entrance from Ghent along Hampton Boulevard deserves better pedestrian conditions, signage and artwork at the railroad underpass like its Colley Avenue counterpart, but also needs commercial redevelopment to the north framing a transformed and newly landscaped Hampton Boulevard.







Improve the gateway from Ghent on Colley (rendering view is facing Ghent) with signage, artwork and pedestrian improvements gracing the railroad underpass, and higher-value development along Colley to the north end of its median.



A new plaza along Colley Avenue near 27th Street could complement the landmark live oak trees there to create a public space anchoring mixed-use redevelopment and providing a signature entrance into the study area.

- Engage local residents to help conceive, create and install entrance elements. These could range from items as simple as signs to distinctive landscape plantings, sculpture, murals or other artwork. Some suggested themes for the four priority gateways include:
 - > Hampton North. Stress the presence of Old
 Dominion University on both sides of Hampton
 with distinctive signage, banners or similar
 elements. Improve visibility to Colley Bay and
 extend natural landscaping from the bay to
 either side of Hampton to the extent possible,
 to allow the natural landscape to help signal
 the transition from Larchmont to the Central
 Hampton Boulevard Corridor. Cue vehicle
 traffic to slow down (such as with narrowed
 lanes or added trees or other vertical elements
 close to curbs) in anticipation of increased
 pedestrian traffic.
 - > Hampton South. Identify the recommended commercial office district along Hampton between the railroad and 35th Street. Give the Elizabeth River Trail clear presence. Embellish the railroad underpass with color, plantings, signage, public art or similar elements so that its strong presence also helps describe the character of the improved Hampton Corridor beyond.
 - > Colley North. The bridge over Colley Bay already exists as a strong entrance element. Emphasize it further with banners or other signage identifying the Colley Avenue Corridor or Highland Park. General streetscape and property improvements along Colley Avenue will also be visible from the bridge due to its height and angle.
 - > *Colley South.* Gateway elements here should support the identity of a new mixed-use district

- to emerge along the southern portion of Colley with medians. As at Hampton South, the railroad underpass itself should be embellished to double as a sign of the character of the Colley corridor beyond. Gateway elements should also reinforce pedestrian connections to Colley Avenue in Ghent.
- Enhance the railroad underpasses as pedestrian environments with improved lighting, signage, and color and material elements oriented to pedestrians and drivers.
- Use signage, banners or similar elements to announce entrance into the neighborhoods or key civic spaces.
- h. Incorporate public art into the public realm. Use public art to add visual and cultural interest to the public realm, offering opportunities for community members to express individual and collective identity and help shape their own environment.
- i. Use public information signage to support the unique identities of each neighborhood and district.
 Important roles of signage include:
 - Assist wayfinding within the study area, within and around the Old Dominion University campus, and to adjacent neighborhood areas.
 - Reinforce community identity.
 - Announce community events through formal postings (such as event banners) and/or informal postings accommodated on kiosks.
 - Tell stories of a place—its history and culture.

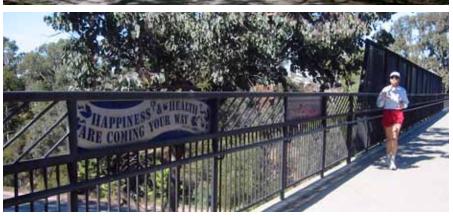












Many ubiquitous elements of streetscape present good opportunities to incorporate public art.





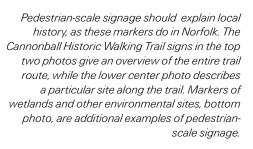




High-quality wayfinding signage at pedestrian scale is as important to pedestrians as road signage is to drivers. The above examples include, from left, a recreational greenway map in Massachusetts, and two examples of the extensive wayfinding signage in downtown San Antonio.





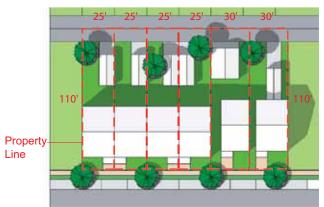


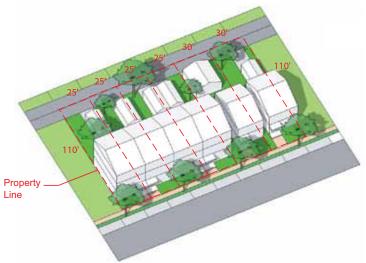




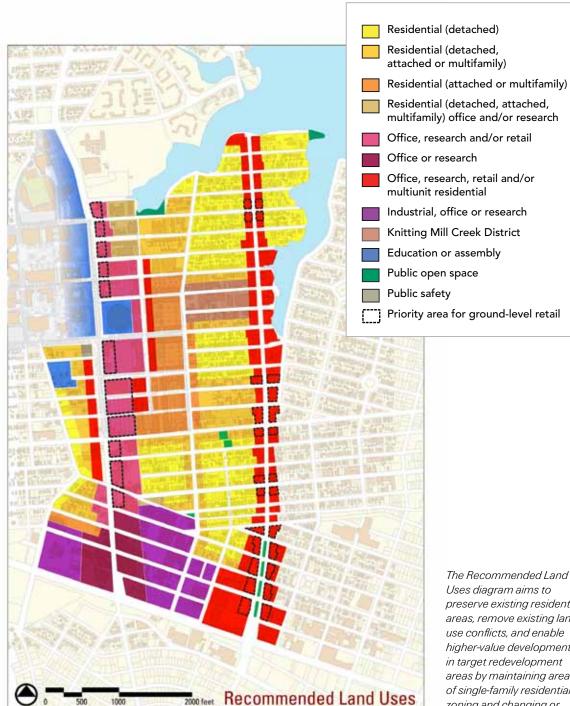
3. ENSURING LAND USES THAT ENHANCE THE COMMUNITY, ITS QUALITY OF LIFE AND ITS **ECONOMY**

- a. Update General Plan with revised land uses as shown and support zoning requests that conform to these land uses.
 - Land use changes emphasize series of distinct district/neighborhoods in study area—existing and emerging. The diagram on page 3.34 indicates the corridors, neighborhoods and districts that the recommended land uses are intended to help define. The goal is to reinforce sense of place on a highly local basis.
 - Focus land use changes according to the following concepts:
 - > Single-family residential dwellings are generally intended to be preserved as they are today.
 - > Townhouses are encouraged as one building *type option* in areas where their consistent built edge and higher unit density will contribute to spatial definition and activity level on principal neighborhood streets.
 - > Multifamily buildings are encouraged as another building type option that provides for transition between more intense student housing in University Village to the single family neighborhoods to the east, as well as above commercial uses as part of a mixed-use building or, outside of retail priority areas, on all floors.
 - > Retail, office and research uses are encouraged where shown in the land use plan—particularly in portions of the Hampton Boulevard and Colley Avenue corridors to help shape distinctive, active, pedestrian-oriented street areas and provide job and economic development opportunities.





These plan and aerial diagrams illustrate potential townhouse and small-lot single-family residential development patterns on east-west streets, particularly on larger redevelopment sites such as in vacated industrial land along 39th and 40th Streets. To minimize the presence of driveways and curb cuts, and make more efficient use of land between units, parking at the rear of units (garaged or open) is recommended where possible, accessed via alleys or periodic driveways serving multiple units. A two- to three- story building scale and modest front setbacks are shown; at locations adjacent to existing single-family residences, building heights and setbacks should match or transition gradually to context.



The Recommended Land Uses diagram aims to preserve existing residential areas, remove existing land use conflicts, and enable higher-value development in target redevelopment areas by maintaining areas of single-family residential zoning and changing or refining use in other areas.



Land use recommendations aim to emphasize identity of these areas:

- 1. Corridors: Primary access corridors with relatively higher density development and, where appropriate, neighborhood-oriented services in a mixed-use format.
 - · Hampton Corridor
 - Killam Corridor
 - · Colley Corridor
- Neighborhoods: Primarily residential areas, based on existing neighborhood definitions.
 - · Kensington
 - · Highland Park
 - · Lamberts Point

3. Mixed-use districts:

Clearly-bounded areas containing uniquely defined combinations of complementary uses.

 University Village (assembly, student residences, research and retail with a strong connection to the Old



Dominion University community but also embracing the larger community of adjacent neighborhoods and Norfolk)

- Industrial/Research/Office district (improved light-industrial sites augmented by new research and office uses complementing industrial ones and the nearby operations of ODU and the Eastern Virginia Medical Center)
- Knitting Mill Creek district (a mix of existing commercial, institutional and residential uses, including new lofts, in an area where eclectic uses should remain to become a defining characteristic)

- > Industrial uses are encouraged in the Industrial/ Research/Office district generally concentrated south of 27th Street-to provide economic development opportunities and help resolve land use conflicts elsewhere.
- Education and assembly uses are encouraged as civic resources (such as the Lamberts Point Community Center) and potential enhancements of the Old Dominion University campus.
- Mixed-use buildings incorporating dwellings or office space on one or more floors above ground-level commercial uses are encouraged in retail areas along Hampton Boulevard and Colley Avenue as a means of supporting active, pedestrian-friendly streets and a complementary mixture of dwellings, neighborhood services and commercial activities.
- Deliberate changes in land use policy should play a key role in directing future development that supports plan goals.
 - Killam Avenue Residential corridor. Create a more consistent and unified residential character along Killam Avenue, particularly between 38th and 46th streets where the most significant problematic differences in land use and building scale occur.
 - Development parcels lining Killam in this area should be changed to medium-density residential to allow multifamily, townhouse and single-family residential buildings.
 - > Bowdens Ferry Road residential corridor. Parcels fronting the east side of Bowdens Ferry Road should be designated as residential (detached), with the parcels between them and Hampton Boulevard commercial being designated residential (detached, attached, or multifamily). This will provide a buffer and improve the transition between the retail area along Hampton Boulevard and the lower-density residential west of Bowdens Ferry Road.

- > Residential edges at industrial uses. Several land use changes are recommended to resolve difficult land use adjacencies in certain areas.
 - Kensington Southwest corner. To resolve the abrupt transition of single-family residential to industrial uses in this area, a mediumdensity residential designation should be applied consistently to parcels flanking industrial uses in this area.



Recently built townhouses on Killam Avenue at 41st Street set a good precedent for infill residential development on Killam and other streets.





• 26th Street west of Hampton Boulevard. Parcels in this area should be designed for townhouses to provide a transition to the light industrial uses to the south in conjunction with a heavily planted open-space buffer that could accommodate the Elizabeth River Trail.

> Hampton Boulevard.

- Office/research district. Parcels east and west of Hampton Boulevard between the railroad and 26th should be targeted for office and research uses. Light industrial uses are inappropriate here, except for those with accessory office/research space occupying their edge on the street.
- Office/research/retail. These parcels north of 26th and mostly east of Hampton Boulevard should be designed with the flexibility to accommodate additional office and research uses as well as retail.



This townhouse building, located in Alexandria, Virginia, offers a good possible model for residential development along Colley Avenue. Main living levels are raised above groundlevel traffic (first floor contains an office or extra bedroom screening an alley-served garage behind), and the building is composed as a larger single volume appropriate to the scale of an active neighborhood commercial street. This townhouse configuration could also be appropriate on relatively busy residential streets like Killam Avenue and 38th Street if building massing were modified to include smaller-scale proportions in scale with adjacent single-family buildings.



This recently built two-story post office in Boston sets a good example for increasing the value and civic presence of buildings along neighborhood commercial streets like Colley Avenue, whether for the existing post office site or other underutilized commercial parcels.

- Retail/residential mixed-use. Parcels along the west edge of Hampton Boulevard between 26th and 43rd streets should be designated to accommodate neighborhoodoriented retail and/or residential uses similar to those in the Colley Avenue corridor.
- Ensure adequate infrastructure capacities to support these land uses. The sanitary sewer pump stations in the area are currently functioning either at capacity or very close to capacity. A separate study may be needed to determine if additional infrastructure is required to provide capacity for these increases in intensity.
- b. Update adopted Conservation Plans for consistency with this plan.
 - NRHA should review the approved Conservation Plans for Kensington and Lamberts Point for consistency with this plan and make amendments as needed.

c. Initiate these zoning changes:

Develop a pedestrian commercial overlay district (PCO) for North Colley Avenue, working with businesses and property owners. The PCO created for the portion of Colley in Ghent, is an appropriate model for what should be applied along Colley Avenue in the study area, with three exceptions. First, FAR should be limited to 1.5. Second, ground-floor residential uses should be allowed by special excep-

- tion on parcels in priority retail areas. Third, height limits should restrict buildings to no more than 10% taller than the surrounding zoning would permit.
- Develop appropriate zoning for the Knitting Mill Creek Mixed-Use District (on both sides of 44th and 45th streets between Colley and Killam Avenues). To accommodate a variety of potential uses, this district should incorporate the consolidated provisions of several typical zoning designations: I-2, except with a maximum lot size of 20,000 square feet for light industrial uses; C-2, also with a 20,000-square-foot maximum lot size; and mixed-use and residential uses.
- d. Assist businesses in relocating from the 39th/40th Street area. Redevelopment of this area with housing, academic and retail uses and a central neighborhood park would improve the cohesion of the overall area.
- e. Define streets and public spaces with the built environment. Buildings, landscape and other elements on development parcels must contribute to the character and form of the public streets and other spaces among them.
 - Setbacks. Define the edges of public streets and parks by aligning façades from building to building within zoning districts (see Transitions section below for locations where a change in land use may cause a change in façade orientation).

- > Set façade alignments by adhering to lines of setback from the property line. Setback distance should be considered as fixed dimensions (or build to lines), not minimum dimensions. In some cases, as at pedestrian-oriented retail uses, the setback distance may be zero.
- At least 75% of a building 's façade length should meet the setback line. Landscaped areas may intervene between buildings, but relationships from one building to the next should remain apparent.
- Occasional deep setbacks of buildings to create front courtyards, street corner plazas and similar open spaces may be appropriate, but only if they represent a distinct, isolated condition relative to a well-defined and predominant setback line.
- Ground floors. Locate uses that engage pedestrians in the ground floors of buildings. Retail, residential, academic, office and community uses all can and should provide degrees of engagement. Industrial buildings that occur along public streets should locate any engaging uses—such as entrance doors and lobbies, accessory office space, and windows into actively used industrial space along as much of the public sidewalk as possible.
 - > For residential uses, employ 40% transparent glazing; for nonresidential uses, compose the ground-level façade of at least 60% transparent glazing.



This conceptual plan depicts potential office/research site development scenarios to either side of Hampton Boulevard. Red buildings are sample new footprints; orange buildings are existing buildings remaining. Building facades should form a consistent edge along Hampton Boulevard, with parking located behind. Closure of access to Hampton Boulevard from 24th and 25th Streets offers opportunity to join adjacent parcels together to create larger building sites that may be more practical for larger development programs.



- > Ground-floor façade area uninterrupted by glazing should extend no more than 20 linear feet horizontally.
- > Provide entrances to retail, academic and office spaces at least every 100 feet along the sidewalk where possible. In multi-unit residential buildings provide individual entrances for groundlevel units and prominent lobby entrances. Single family dwellings should have a walk linking the front entrance to the sidewalk.
- Scale. Create a human-scaled, pedestrian-friendly setting at street level through careful proportioning of overall building height and massing setbacks, architectural massing bays and details.
 - > Buildings should be at least two stories high along the primary façade facing a public street (entrance façade), except in R-8 districts. As an exception, retail buildings may include a single story if their façade height is at least 20 feet. Greater heights may be acceptable for floors set back at least 20 feet from the primary façade edge.
 - > The unbroken horizontal length of any façade plane should not exceed two times the façade height (at eaves). Intervals of set-back or projected façade area may be used to permit longer building lengths.
 - > Buildings should incorporate elements responding to human scale. Traditionally these include windows and doors and their associated bays; porches and stoops; fences along the sidewalk edge; and smaller façade details such as window shutters, flower boxes and traditional brick, clapboard and shingle dimensions.
- Transitions. Where a new building with commercial, industrial and/or multifamily uses abuts a single-family residential neighborhood (R-8 zoning district), the new building should be sensitive in vertical and horizontal scale to existing residential structures.

· Façade treatment

- > Mixed use. Façade treatment should differentiate ground-level commercial use from upper stories by such means as using proportionately more glazing at ground level, incorporating a signage band below the second-floor level, and incorporating residential-scale elements such as bay windows on upper stories.
- > Residential (attached). Each individual unit should be distinguished from its neighbor(s) on either side by a change in material, plane or other means of articulation. Buildings may include one or more walk-up units above a ground-floor unit. Unit entrances should have a direct presence on the street.
- > Multifamily. Ground-level units along streets should have their own dedicated street entrances wherever possible. Use window bays, balconies and elements of similar scale to differentiate individual units and break up the scale of the overall building.
- Retail, office or research. Provide ground-level entrances and transparency as described above.
 For office and research uses, place along the ground-level façade those elements of building program offering the most potential for engagement with pedestrians and the larger street.
 Besides lobbies, these may include reception



This building at Harvard University makes a sensitive transition to an adjacent residential street by terminating in a smaller building mass that matches the scale of nearby houses.

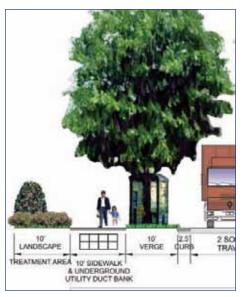
and waiting areas, conference rooms, offices and research space. Use awnings, signage, architectural detail and color to complement glazing and entrances as significant design elements of the ground-floor façade. On upper floors, transparent windows should comprise at least 30% of façade area and should be of a scale and rhythm similar to any adjacent residential and commercial buildings. Use window bays and/or other elements to avoid long unbroken horizontal façade areas as described above.

Industrial. Although industrial space may have limited opportunity for street engagement, industrial buildings in the study area should demonstrate significant measures to relate well to the variety of uses and important pedestrian network around them. Every effort should be



Potential new civic or institutional buildings offering services to the general public should feature prominent and welcoming architecture.

made to ensure façades of industrial uses provide as much street engagement and compatibility with adjacent buildings as possible, in the manner of retail, office and research buildings. Provide ground-level entrances and transparency as described above. Place along the ground-level façade those elements of the building program offering the most potential for engagement with pedestrians and the larger street. Use awnings, signage, architectural detail and color to comple-



The Hampton Boulevard *Improvement* Project calls for burial of utilities under sidewalks.

ment glazing and entrances as significant design elements of the ground floor façade. On upper floors, transparent windows should comprise at least 30% of façade area and should be of a scale and rhythm similar to any adjacent residential and commercial buildings. Use window bays and/or other elements to avoid long unbroken horizontal façade areas as described above.

- f. Pursue utility burial in these priority areas:
 - Areas along Hampton Boulevard already designated for utility under grounding.
 - Sidewalk and plaza areas noted as areas of high pedestrian volume and public gathering.
- g. Evaluate existing parking requirements and explore alternatives for reducing requirements. Parking needs and alternatives may be evaluated based on these criteria:
 - Proximity to transit.
 - Ability to walk or bike to destinations such as retail, employment centers, or institutions.
 - Dedication of spaces for car-sharing services such as Zipcar.



4. EXPANDING COMMERCIAL OPPORTUNITIES

- Assist in the further development of Colley Avenue as a neighborhood retail district.
 - Designate North Colley Avenue as a Neighborhood Commercial Corridor. Inclusion in this existing program could provide funding for identified streetscape improvements.
 - Add North Colley Avenue to the Commercial
 Aesthetic Improvement Grant Program. This existing program could provide matching funds for aesthetic improvements to commercial structures.
 - Retain existing neighborhood-oriented businesses along Colley Avenue.
 - Target vacant parcels along Colley Avenue for retail or residential redevelopment.
 - Redesign existing automotive-oriented businesses along Colley Avenue to reinforce the avenue as a walkable neighborhood street.
 - Concentrate streetfront retail in nodes around intersections where possible. See the Recommended
 Land Uses diagram (page 3.33) for priority ground
 level retail areas.
 - Concentrate new development, including residential, retail, and office uses, at the lower end of Colley Avenue to spur investment.
 - Raise the profile of Colley Avenue as a potential restaurant district, using public art and signage and streetscape improvements. The general area between 38th and 45th Streets has an exciting restaurant concentration that could be heightened, and possibly combined with a waterfront theme at Knitting Mill Creek.
- Create an environment on Hampton Boulevard for pedestrian-oriented development.



Old Dominion University currently occupies some land and buildings in the office/research/industrial district, including the historic Nolde Bros. Bakery building.

- Only allow auto-oriented retail along Hampton Boulevard that is designed to encourage pedestrian activity through placement of buildings, parking and driveways and provision of sidewalks.
- c. Create an identity as an industrial, research and office district for the area south of 27th Street.
 - **Improve access** as discussed in "Improving traffic flow and access" page 3.8.
 - Implement streetscape improvements, including sidewalks, street trees and signage.
 - Explore opportunities to create more practical development sites through land banking and other incentives.
 - Seek higher-value industrial, research and office development on land-banked areas.
 - Match existing and potential businesses with appropriate sites.
 - Encourage a series of commercial office buildings along the southern end of Hampton Boulevard that help create a sense of place at the corridor's southern entrance.



Retail on Monarch Way in University Village

- > Efforts should be made to retain the historic Nolde Brothers building on Hampton Boulevard.
- d. Better connect University Village to the larger community.
 - Integrate existing concentration of student-oriented retail services into a network of walkable neighborhood streets and campus areas.
 - Leverage the activity created by events at Ted **Constant Convocation Center** to support additional retail, restaurant, hotel and other uses in the area.
 - Explore the potential for shared-parking arrangements in University Village's structured parking to support additional development.

- Continue to work with Old Dominion University in the development of University Village to maximize the potential benefit for both the University and the surrounding neighborhoods.
 - > ODU's development efforts here should continue to incorporate input from local civic leagues and the general public to make the new development a part of the neighborhood and an extension of the university community.
- e. Foster investment in retail, research and development, and commercial activities through development partnerships and incentive programs.
 - Partner with land and business owners to accomplish goals such as improving maintenance of sidewalks and other outdoor areas, making targeted streetscape investments that contribute to public space, and joint marketing.
 - Market grant and incentive programs that provide economic assistance for businesses to begin operations, make major capital investments or meet other growth challenges.
 - Partner with institutions such as Old Dominion University, Eastern Virginia Medical Center and other research institutions to identify spin-off businesses seeking development sites.

5. FOSTERING A VIBRANT MIXED-INCOME COMMUNITY WITH A VARIETY OF **HOUSING CHOICES**

- a. Create a range of housing types to suit varied demand.
 - Encourage development of housing available to all segments of the market, both owners and renters.
 - Encourage a variety of unit types suited to **different** households as well as different sites and building types.
- > Single-family houses are acceptable for infill sites in existing neighborhoods to continue the valued rhythm and scale of existing single-family streets.
- > Townhouses could be located along primary neighborhood streets, providing a transition in scale or character.
- > Apartments can be located on a variety of sites, given the ability to group units in various building types.







These recently-built three-story townhouses in Atlanta offer a good model for relatively high-density residential development in appropriate places such as along Colley and a portion of Killam Avenues and in the southern phase of University Village.





The example of multifamily residential over retail at left, from Alexandria, offers a good prototype for mixed-use development in the southern phase of University Village and at the southern gateway of Colley Avenue near 26th-27th Streets. The three- and four-story dwellings at right represent a good example of relatively high-density residential buildings designed and detailed to be compatible in scale and character with smaller homes around them.

- > *Live/work and loft units* are appropriate on busier streets and in more commercial contexts.
- Encourage development of new housing along Killam Avenue to repair the break in residential fabric between Kensington and Highland Park, reinforcing the appeal and value of each neighborhood.
- Encourage the replacement of incompatible industrial uses along 39th and 40th streets with multifamily and attached housing.
- b. Reinforce the residential character of neighborhood with streetscape improvements.
 - Enhance the pedestrian experience with sidewalks and crosswalks that let residents walk to neighborhood stores, school, workplaces and for recreation.

- Create neighborhood character with street trees and planting strips to give shape, color and shade to streets and to bring definition to the street's public space.
- Encourage on-street parking where possible to buffer sidewalks and dwellings from traffic, as well as reduce traffic speed. It also provides a valuable parking resource for neighborhood retail or residents.
- c. Promote affordable-homeownership programs.
 - Help extend the benefits of homeownership to more households through programs in the accompanying table. Most of these target current and potential homeowners at or below area median income. The programs represent a number of sponsors—from





Residential streets should be enhanced with frequent house entrances, compact landscaped yards, street trees, and planting strips and on-street parking that separate homes and pedestrians from traffic.





Even compact front lawns and planting beds enhance residential privacy and invite individual embellishment by residents.

the City of Norfolk to the Commonwealth of Virginia and the U.S. Department of Housing and Urban Development—and employ a number of tools, from low-interest mortgages to property-tax abatement.

- d. Promote maintenance and good design of rental housing.
 - Prohibit parking in front-yard areas in rehabilitated and new housing, Locate it behind the building (the preferred option), within a structure, or else adjacent to the building.
 - Educate property owners and tenants alike about maintenance standards.

· Ensure good design and maintenance where open galleries provide access to units.



Promote affordable home ownership programs

SPONSOR	PROGRAM TITLE	PROGRAM ELEMENTS	TARGET POPULATION
Virginia Department of Housing and Community Development	HOME Ownership Programs: Single-Family Regional Loan Fund	First mortgage program: 10% of purchase price as part of down-payment; up to \$2,000 for closing costs; Discounted mortgages to credit-eligible	Individuals/families below 60% AMI
	Affordable Housing Production and Preservation Program	Below-market-rate/de- ferred loans for afford- able housing; includes acquisition w/rehab; rehab w/out acquisition; new construction of 4+ rental units; subsidy layer for construction of low- income units	
City of Norfolk	Tax Abatement Program for Residential Rehabilitation	Starts at beginning of quarter immediately following completion of rehab: increase in assessed value not recognized for first ten years; years 11-14, taxed at sliding scale, beginning at 20% and increasing 20% each year. (For properties in designated Enterprise Zones, abatement for all 15 years.) Residential: up to 4 units; increase assessed value of 20% or more multifamily of 5+ units and commercial/industrial buildings with increased assessed value of 40% or more	

SPONSOR	PROGRAM TITLE	PROGRAM ELEMENTS	TARGET POPULATION
NRHA	Norfolk Enterprise Community Loan	5-6% fixed rate	Up to \$150,000. Properties within Norfolk Enterprise Zone: requires 57% financing from financial institution; 33% from loan program; 10% from borrower.
	Hampton Roads Ventures/New Market Tax Credits	Investments in designated Community Development Entities; credit totals 39% of investment cost over seven-year period (15% over first three years; 24% over last four years)	Private-sector investors
	Equity Secure	\$25,000 in rehab assistance; up to \$25,000 in lead mitigation. Part grant, part due-ontransfer loan, no interest/monthly payments. Repayment based on increase in property value via repairs; owner pays closing costs	Homeowner at less than 80% AMI
	Emergency Repair Grant	Up to \$10,000; available in non-conservation neighborhoods to address health/safety issues	HUD low-/moderate-income limits; liquid assets not to exceed \$12,000; one-year minimum occupancy of property
	Aesthetic Improvement Grant; Significant Structure Grant	\$5,000 matching grant	Homeowners at greater than 80% AMI
	HomeNet: HOME	Forgivable second mortgage	Low- and moderate-income first-time home buyers, displaced homemakers, single parents
	HomeNet: Sponsoring Partnerships and Revitalizing Communities; created by Virginia Housing Development Authority	Below-market-rate loans (1%); encourages partnerships among local governments, redevelopment/housing authorities, non-profit advocates, for-profit developers	First-time home buyers, purchase within Norfolk



SPONSOR	PROGRAM TITLE	PROGRAM ELEMENTS	TARGET POPULATION
HUD	Property Improvement Loan Insurance, Title I	Loans to finance light or moderate rehab of properties; insures loans up to \$25,000 for up to 20 years for single-family home; \$12,000/unit up to \$60,000 for multifamily. Fixed interest at market rates	Owners, person leasing property, someone purchasing property under land-installment contract
	203(k) Rehab Program	Used in partnership with state and local housing agencies and nonprofits (e.g., HOPE, HOME, CDBG) One- to four-family dwelling for which buyer gets one mortgage loan to finance both acquisition and rehab Max mortgage calculation: lesser of (1) as-is value pre-rehab plus cost of rehab, or (2) 100% of expected market value of property upon completion	

IMPLEMENTATION SCHEDULE MATRIX

The following matrix summarizes action items and the entities responsible for them, organized according to the specific strategies outlined in the "Plan" section of Chapter 3. Action timeframes and approximate cost ranges are also indicated. In addition, the Comments column includes important cross-references among strategies that should be addressed in a coordinated manner.

The timeframe is broken into four categories:

- · Ongoing Routine and continuous with no specified end date
- · Short-Term Completed within 3 to 5 years
- · Mid-Term Completed within 5 to 8 years
- Long-Term Will take longer than 8 years to complete

Cost categories are:

- · Existing resources
- Up to \$100,000
- \$100,000 to \$1 million
- Over \$1 million
- Several million



IM	IPLEME	ENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME	DESIRED OUTCOME	COST CATEGORY	COMMENTS
1.	IMP	ROVING TRAFFIC	C FLOW AND ACCESS					
	1a.	Apply roadway standards as outlined.	Redesign street sections with narrower road lanes and on-street bike lanes to buffer pedestrians and adjacent uses, encourage alternatives to driving, and discourage cut-through traffic.	Public Works	Short- Term	Balance the need for access and place making.	Existing resources	
	1a.	Apply roadway standards as outlined.	Apply these same standards to existing and new streets.	Public Works	Ongoing	Balance the need for access and place making.	Over \$1 million	
	1a.	Apply roadway standards as outlined.	Revise regulations to require that new buildings be at least two stories, except within the R-8 zoning district.	Planning and Community Development	Short- Term	Define spatial edges of the street.	Existing resources	
	1a.	Apply roadway standards as outlined.	Revise regulations to require that retail and commercial uses have strong ground-floor visual and access connections to sidewalk.	Planning and Community Development	Short- Term	Define spatial edges of the street.	Existing resources	
	1b.	Implement the Hampton Boulevard Improvement Project.	Continue to implement the Hampton Boulevard Improvement Project (HBIP) with lane and signal improvements, sidewalks, landscaping and burial of utilities.	Public Works	Long- Term	Improved traffic flow, turning movements, pedestrian crossings, recreation mobility and commercial parcel access.	Several million	Should begin in the short-term, but will not be complete until long-term time frame.
	1c.	Enhance connections to east-west streets.	Accomplish through the HBIP.	Public Works	Long- Term	Improved traffic flow, turning movements, pedestrian crossings, and reduced cut-through traffic on smaller residential streets.	Several million	Should begin in the short-term, but will not be complete until long-term time frame.
	1d.	Control access to Hampton Boulevard.	Accomplish through the HBIP and implementation of an access-management plan.	Public Works	Long- Term	Improved traffic flow, turning movements, pedestrian crossings, and commercial parcel access.	Several million; op- portunity to reduce cost through contributions by related private-sector redevel- opment and there are some redundancies with HBIP	Coordinate with item 4c. Should begin in the short-term, but will not be complete until long-term time frame.

IMPLEMI	ENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME	DESIRED OUTCOME	COST CATEGORY	COMMENTS
1d.	Control access to Hampton Boulevard.	Develop an access management plan for the 26th Street industrial corridor in conjunction with property owners.	Planning and Community Development	Mid-Term	Improved traffic flow, turning movements, pedestrian crossings, and commercial parcel access.	Existing resources	
1e.	Facilitate the consistent flow of traffic at lower speeds.	Accomplish in part through the HBIP. Also apply lane and signal improvements, landscaping and crosswalk improvements on other streets as needed.	Public Works	Long- Term	Maintain or increase traffic capacity while moderating typical traffic speeds. Reduce time spent at traffic lights.	Over \$1 million	Reasonable restrictions on turning movements (i.e. no left turns at 24th St., 25th St. and Hampton Boulevard) could be implemented in short term, with other improvements coming later.
1f.	Mitigate the impact of cut- through traffic on adjacent uses.	Install additional street trees and other planting strip vegetation.	Recreation, Parks and Open Space	Short- Term	Reduce visual, physical and noise impacts of traffic on adjacent uses.	Up to \$100,000	
1f.	Mitigate the impact of cut- through traffic on adjacent uses.	Install on-street parking where absent and possible. Evaluate neckdowns or similar traffic calming measures to prevent cut-through traffic on neighborhood streets where needed.	Public Works	Short- Term	Reduce visual, physical and noise impacts of traffic on adjacent uses.	Existing resources	
1g.	Promote increased transit usage.	Study transit travel patterns and demand to identify potential service enhancements, including improved signage and bus shelters. Coordinate service timing, routes, stops and information between HRT and ODU shuttle services.	Hampton Roads Transit	Short- Term	Make transit a more attractive option for more people.	Up to \$100,000	
1h.	Encourage biking for everyday transportation and recreation.	Create signed, striped bike routes as indicated on Public Realm Initiatives diagram in conjunction with planned street improvements.	Public Works	Ongoing	Make biking a more attractive option for everyday transportation and recreation for more people.	Over \$1 million	Coordinate with item 1a.



IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME	DESIRED OUTCOME	COST Category	COMMENTS
1h.	Encourage biking for everyday transportation and recreation.	Continue planning and implementation of Elizabeth River Trail.	Planning and Community Development	Short- Term	Make biking a more attractive option for everyday transportation and recreation for more people.	Existing resources	
1h.	Encourage biking for everyday transportation and recreation.	Revise regulations to require bike racks and encourage showers and changing rooms in new development.	Planning and Community Development	Short- Term	Make biking a more attractive option for everyday transportation and recreation for more people.	Existing resources	

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2a.	Develop a public realm implementation plan.	As outlined in plan, apply updated standards to sidewalks, crosswalks, paving, trees and landscaping, lighting and street amenities, both for individual building projects and larger initiatives focusing on a street corridor or area, including the HBIP. Direct specific attention to improving pedestrian conditions and the underpasses.	Public Works and Planning and Commu- nity Develop- ment	Long- Term	Foster improved appearance and more inviting walking conditions along public streets.	Over \$1 million; op- portunity for contributions by related private-sec- tor redevel- opment	Coordinate with items 2b 2c, 3f, 4a, 4b, 4c, 4d and 5b
2b.	Focus enhance- ment efforts on the north-south corridors.	Prioritize coordinated streetscape improvements on Hampton Boulevard, Killam Avenue and Colley Avenue.	Public Works	Mid-Term	Improve north-south connections among neighborhoods of the study area. Promote strategic redevelopment.	Over \$1 million; op- portunity for contributions by related private-sec- tor redevel- opment	Coordinate with items 2a 2c, 3f, 4a, 4b, 4c, 4d and 5b
2c.	Provide continuous pedestrian connections between areas of new and existing development.	Apply standards referenced in item 2a to gaps in pedestrian network.	Public Works	Long- Term	Address periodic gaps in pedestrian network to help the larger network fulfill its potential to facilitate walking.	Up to \$100,000	Coordinate with items 2: 2b, 4d.
2d.	Minimize impact of parking.	Revise regulations to restrict the location of parking areas to the side or rear of buildings and ensure building entrances front onto a public right-of- way to ensure a pedestrian orientation.	Planning and Community Development	Short- Term	Minimize the negative impacts of surface parking on character of sidewalks and the larger community.	Existing resources	

IMPLEME	ENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME	DESIRED OUTCOME	COST Category	COMMENTS
2e.	Weave a neighborhood park and path network.	Enhance existing parks. Improve waterfront access at existing locations with public access. Seek to create significant parks and plazas at strategic locations identified in coordination with redevelopment. Improve pedestrian and bike access to parks.	Recreation, Parks and Open Space	Long- Term	Enhance parks and recreation amenities for existing and future residents. Take better advantage of waterfront proximity.	Over \$1 million; op- portunity for contributions by related private-sec- tor redevel- opment	Coordinate with items 1h, 2a, 2f, 2h, 5a, 5b.
2f.	Locate open spaces, build-ings and trees to create places that are welcoming to people.	Revise regulations to ensure active uses around parks and plazas, encourage retail awnings over sidewalks and street tree species that provide shade.	Planning and Community Development	Mid-Term	Create sidewalks and parks that genu- inely invite walking and gathering by the community.	Existing resources	Coordinate with items 1a, 1f, 2a, 2e, 4a, 4b, 5b.
2g.	Celebrate area identity at major entry points and civic spaces.	Engage the local community in the development of gate-way treatments at major entry points using public art, street trees and other landscaping elements.	Planning and Community Development	Long- Term	Reinforce sense of place, community identity and value. Provide opportunity for expression by local residents, business and property owners.	Up to \$100,000	Coordinate with items 2h, 2i.
2h.	Incorporate pub- lic art into the public realm.	Engage local artists to create unique enhancements to streets and parks, particularly at entrance points to the study area.	Public Arts Commission	Ongoing	Reinforce sense of place, community identity and value. Provide opportunity for expression by local community.	Existing resources	Coordinate with items 2g, 2i.
2i.	Use public infor- mation signage to support the unique identities of each neigh- borhood and district.	Encourage the development of a wayfinding program by ODU in the vicinity of the University and University Village.	Planning	Short- Term	Improve access. Reinforce sense of place, community identity and value. Provide opportunity for expression by local community.	Existing resources	Coordinate with items 2g, 2h.
2i.	Use public infor- mation signage to support the unique identities of each neigh- borhood and district.	Work with neighborhoods to explore opportunities for signage that identifies significant places within each neighborhood.	Planning and Community Development	Long- Term	Improve access. Reinforce sense of place, community identity and value. Provide opportunity for expression by local community.	Up to \$100,000	



IIV	IPLEME	NTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME	DESIRED OUTCOME	COST CATEGORY	COMMENTS
3.	ENS	URING LAND US	ES THAT ENHANCE THE COMMU	JNITY, ITS QUAL	ITY OF LIFE	AND ITS ECONOMY		
	3a.	Update General Plan with revised land uses as shown and support zoning requests that conform to these land uses.	Amend the General Plan to reflect land use policy changes as outlined to reduce existing conflicts among uses, accommodate desirable new residential and mixeduse development, promote revival of neighborhood retail corridors, and foster investment in new office, research and industrial enterprises that provide economic and jobs benefits, while ensuring adequate infrastructure to support these changes.	Planning and Community Development	Short- Term	Promote redevelopment in places and forms that can best produce benefits addressing community needs.	Existing resources	Coordinate with items 1a, 2a, 2b, 3c, 3d, 3g, 4a, 4b, 4c, 4d, 4e, 5a
	3b	Update Conservation area plan.	Review and amend as necessary the Conservation Plans for Kensington and Lamberts Point.	NRHA	Short- Term	Consistency be- tween various plans covering the same area for greater public confidence in achieving desired outcomes.	Existing resources	
	3c.	Initiate zoning changes.	Develop PCO for North Colley Avenue and mixed- use district for Knitting Mill Creek, working with civic leagues, property owners, and businesses to develop preferred uses and standards.	Planning and Community Development	Mid-Term	Set appropriate regulatory structure to foster desired development.	Existing resources	Coordinate with items 1a, 2a, 2b, 3a, 3d, 3g, 4a, 4b, 4c, 4d, 4e, 5a.
	3d.	Assist businesses in relocating from the 39th/40th Street area.	Work with businesses to find appropriate relocation sites, preferably in the 26th Street industrial, research and office district or elsewhere within Norfolk.	Development	Long- Term	Resolve existing residential/industrial land use conflicts. Create opportunity site for new investment in housing and parks.	Existing resources	Coordinate with items 3a, 4c, 4e, 5a.
	3e.	Define street and public spaces with the built environment.	Revise development regulations to ensure that buildings and landscaping contribute to the character of the neighborhoods and the form of public open spaces, including streets.	Planning and Community Development	Mid-Term	Ensure new development contributes to high-quality urban design throughout the study area.	Existing resources	Coordinate with items 1a, 2a, 2d, 2f, 3a, 3g, 5a, 5d.
	3f.	Pursue underground relocation of utilities in priority areas.	Encourage utility burial in areas identified as part of incremental development and larger corridor improvement initiatives.	Public Works	Ongoing	Improve streetscape appearance.	Existing resources	Coordinate with items 1a, 1b, 2a.

IN	IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME	DESIRED OUTCOME	COST CATEGORY	COMMENTS
	3g.	Evaluate existing parking requirements and explore alternatives for reducing requirements.	Revise standards to better reflect parking demand in mixed use areas with improving mobility alternatives.	Planning and Community Development	Short- Term	Improve develop- ment opportunity and value while re- ducing development costs. Reduce traffic and visual impacts of development.	Existing resources	Coordinate with items 1a, 1g, 1h, 2a, 2d.

		ERCIAL OPPORTUNITIES					
4a.	Assist in the further development of Colley Avenue as a neighborhood retail district.	Designate North Colley Avenue as eligible for the Neighborhood Commercial Corridors Program to provide funding for streetscape and façade improvements, promote corridor identity and business investment, and ap- propriate redevelopment.	Planning and Community Development	Short- Term	Improve business opportunity, neighborhood services and streetscape.	Existing resources	Coordinate with 2a, 2b, 3a, 3c, 3f.
4b.	Create an environment on Hampton Boulevard for pedestrian- oriented development.	Develop an access management plan to limit curb cuts onto Hampton Boulevard in order to protect streetscape design and encourage pedestrian activity.	Planning and Community Development	Mid-Term	Improve business opportunity, economic benefits, neighborhood services and streetscape.	Existing resources	Coordinate with 1a, 1b, 1c, 1d, 2a, 2b, 3a, 3c, 3f, 3g, 4c, 4e.
4c.	Create an identity as an industrial, research and office district for the area south of 27th Street.	Promote aggregation of parcels and recruit developers to invest in higher-value redevelopment in the area through incentives such as improved access and signage.	Development	Long- Term	Foster economic benefits and new jobs. Facilitate busi- ness relocation from other portions of the study area.	Several million; op- portunity for investment recovery following private-sector redevel- opment	Coordinate with 1a, 1b, 1c, 1d, 2a, 2b, 3a, 3c, 3f, 3g, 4b, 4e.
4d.	Better connect University Village to the larger com- munity.	Work with Old Dominion University to facilitate devel- opment of southern phase of University Village. Encourage retail uses in University Vil- lage that appeal to the broad community.	Planning and Community Development	Short- Term	Promote interaction of the Old Dominion University community with larger community. Sustain retail along Monarch Way. Promote new buildings and uses and streetscape improvements that better connect campus and neighborhood areas.	Existing resources	



IMPLEM	ENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME	DESIRED OUTCOME	COST Category	COMMENTS
4e.	Foster investment in retail, research and development, and commercial activities through development partnerships and incentive programs.	Link business and property owners with development and improvement incentives. Link area institutions with prospective investors in related businesses and development.	Development	Ongoing	Foster economic benefits and new jobs, leveraging existing institutional and business resources. Facilitate business relocation from other portions of the study area.	Existing resources	Coordinate with 4c

5a.	Create a variety of housing types to suit varied demand.	Encourage a diversity of housing types in the area as outlined.	Planning and Community Development	Ongoing	Take full advantage of broadening housing market to promote high-quality redevelopment in target areas.	Existing resources	Coordinate with 1a, 2d, 3a, 3c, 3d, 3e, 3g, 4a, 4d, 5b, 5c, 5d
ōb.	Reinforce the residential character of neighborhood with streetscape improvements.	Implement streetscape improvements and development of a complete sidewalk network to connect neighborhoods with retail, schools, and recreation.	Public Works	Long- Term	Protect character of existing neighborhoods. Foster attractive new residential settings in coordination with new development.	Over \$1 million; op- portunity for contributions by related private-sec- tor redevel- opment	Coordinate with 1a, 1f, 2a 2c, 2d, 2f, 3a
5c.	Promote affordable home-ownership programs.	Continue to promote the variety of homeownership programs available through the City.	Planning and Community Development	Ongoing	Foster improved neighborhood stewardship and household financial benefit.	Existing resources	Coordinate with 5a
5d.	Promote mainte- nance and good design of rental housing.	Continue enforcing property maintenance standards.	Neighbor- hood Preser- vation	Ongoing	Promote quality residential settings for individual households and the overall community.	Existing resources	
5d.	Promote mainte- nance and good design of rental housing.	Revise regulations to restrict the location of parking areas to the side or rear of buildings and ensure building entrances front onto a public right-of- way to ensure a pedestrian orientation.	Planning and Community Development	Short- Term	Promote quality residential settings for individual house-holds and the overall community.	Existing resources	

Appendix A: Street Sections

The following street sections illustrate existing and proposed configurations for nine key conditions within the study area. In their attempt to balance a variety of priorities including access and place making, the proposed sections and accompanying plans generally embrace these strategies:

- a. Buffer pedestrians and adjacent uses, particularly residential, from locations with heavy traffic, through use of on-street parking, planting strips, street trees, shrub plantings, and front yards.
- b. Keep roadway lane widths as narrow as possible for their relative level of traffic volume—while still ensuring safe travel.

- c. Add bike lanes where appropriate.
- d. Provide striped shoulder where travel lane abuts curb, to visually reduce lane width and provide margin area for bicyclists.
- e. Make new buildings at least two stories in height, except within the R-8 zoning district, to keep in scale with predominant residential context while defining spatial edges of the street.
- f. Give retail and commercial uses strong ground-floor visual and access connections to the sidewalk.

Blue dashed lines indicate existing curb-to-curb dimension in cases where the proposed section recommends relocating one or more curbs. Red dashed lines indicate property/right of way boundaries. Where curbs cannot be relocated, or as an interim measure, restripe lanes to match proposed section as closely as possible.

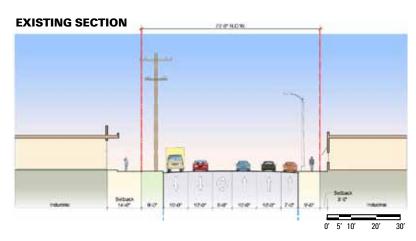
STREET TYPE	LANE TYPE					
	Primary roadway lane	Second roadway lane for passing, where occurs	Left-turn lane	On-street parking lane		
Commercial/institutional boulevard (Hampton Blvd.)	12'-0"	11′-0″	9'-0" inset into planted median	None typical; 8'-0" where possible		
Commercial/institutional street (portions of Hampton Blvd., 26th and 27th Streets)	11'-0"	11′-0″	9'-0"	8'-0"		
Mixed residential/commercial/institutional (Colley Ave.)	10'-0" (11'-0" on Colley south of 28 th Street)	10'-0"	9′-0″	8'-0"		
Residential street (primarily single- family)	9'-0"	-	-	7′-0″		
Residential street (rowhouse/multifamily; portions of Killam, 38th, others)	10'-0"	-	-	8'-0"		
Residential boulevard (35th Street)	10′-6″	-	9'-0"	8'-0"		



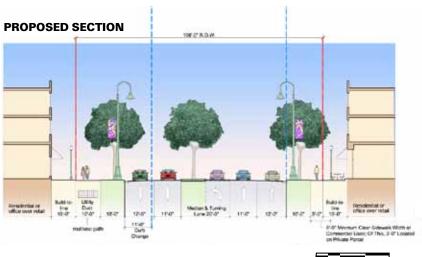


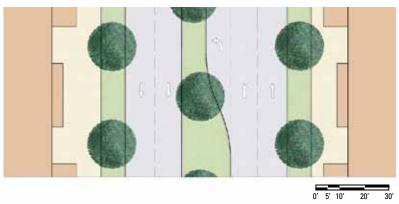
Commercial/institutional boulevard

Hampton—between 26th and 38th streets





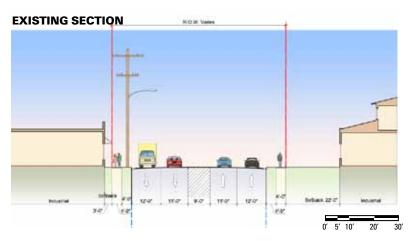




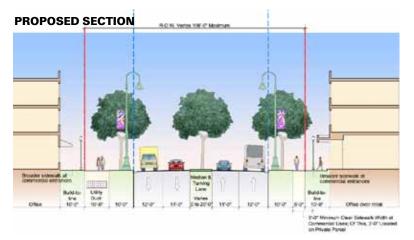


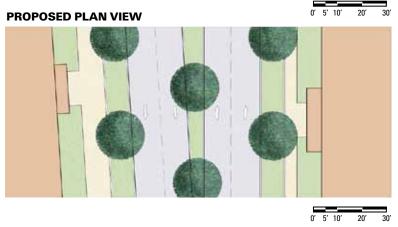
Commercial/institutional boulevard

Hampton—between 25th and 26th streets







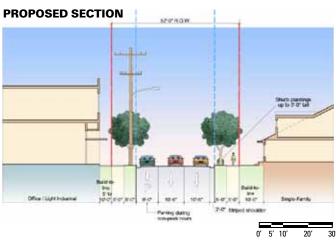


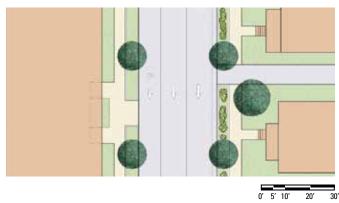
Residential/industrial/commercial street

26th St.—between Killam & Colley avenues







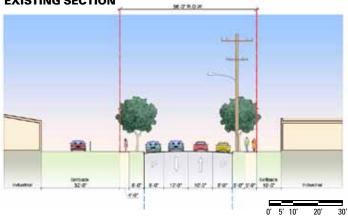


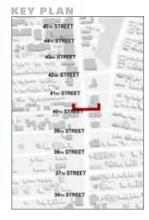


Mixed Residential/Commercial/Institutional

Colley—between 40th and 41st streets

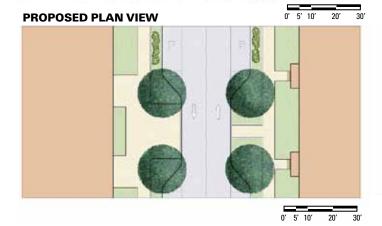
EXISTING SECTION





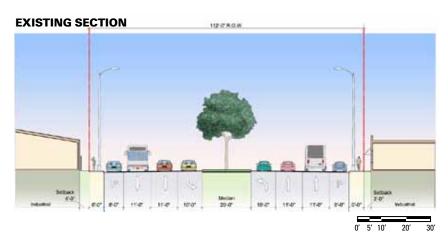
PROPOSED SECTION SECTION Divide jumpings (g. to 37-5" by

8,8040 1047 | 547 | 547

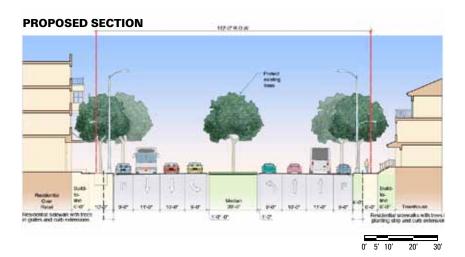


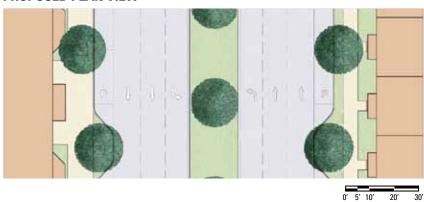
Mixed Residential/Commercial/Institutional

Colley—between 26th and 27th streets





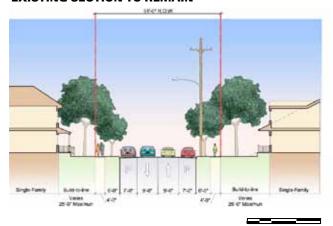






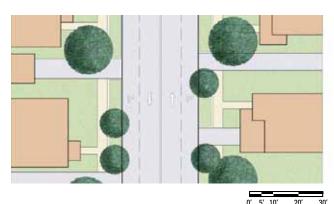
Typical Neighborhood Street—36th St. (between Killam and Colley avenues)

EXISTING SECTION TO REMAIN





EXISTING PLAN VIEW TO REMAIN



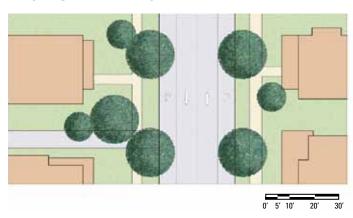
43rd St.—between Killam and Colley avenues

EXISTING SECTION TO REMAIN





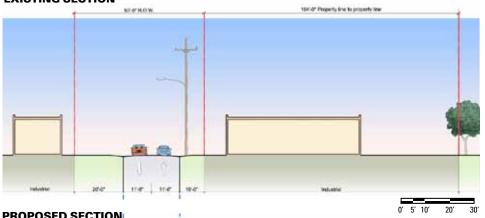
EXISTING PLAN VIEW TO REMAIN

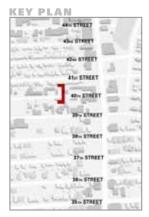


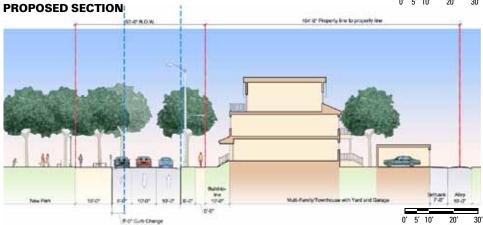


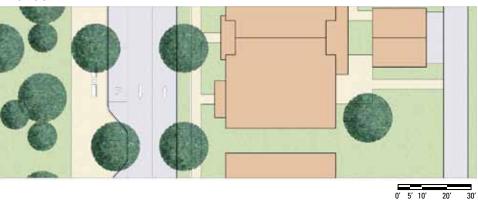
40th St.—between Killam and Colley avenues

EXISTING SECTION

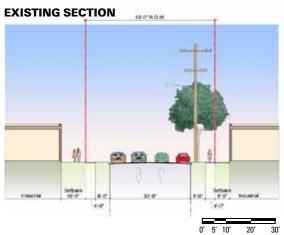






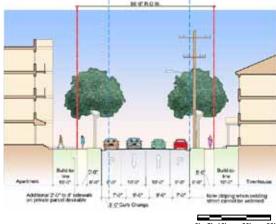


Killam—between 40th St. and 41st streets

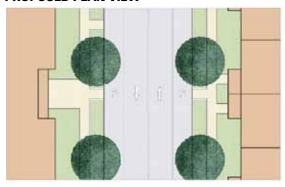




PROPOSED SECTION









35th St.—between Killam and Colley avenues

EXISTING SECTION SECURITY SEC





